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# GENERAL PLAN BACKGROUND REPORT

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**CITY OF NEWMAN**

**GENERAL PLAN**

**BACKGROUND REPORT**

**Adopted October 20, 1992**



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## INTRODUCTION

This document contains background information compiled for the City of Newman *General Plan*. The document addresses all the significant issues to be addressed in the Plan and also serves as the "environmental setting" portion of the environmental impact report prepared on the *General Plan*.

This *Background Report* discusses every issue required to be addressed by state general plan law as well as issues of purely local importance. It is organized into ten chapters covering groups of related issues. It also includes a *Community Concerns Summary Report* as Appendix A, which synthesizes comments collected early in the *General Plan* preparation process from interviews with public officials, a townhall meeting in January 1990, and responses to a widely distributed survey form. Appendix B summarizes special state housing requirements.

The *Background Report* was prepared by a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates. Recht Hausrath Associates was responsible for preparing Chapter IV, "Economic Conditions and Fiscal Considerations." Dowling Associates was responsible for preparing the sections related to streets and traffic in Chapter V, "Transportation and Circulation." Garcia & Henry was responsible for preparing the sections in Chapter VI, "Public Facilities and Services," on water, sewer, and drainage systems. Jones & Stokes Associates was responsible for preparing Chapter VIII, "Natural Resources". Brown-Buntin Associates was responsible for preparing the section of Chapter IX, "Health and Safety," concerning noise. Brian Foucht, Newman Planning Director, prepared Chapter X, "Urban Design and Scenic Resources." Mintier & Associates prepared the balance of the report and was responsible for editing and compiling the document.



# CHAPTER I

## LAND USE





## CHAPTER I

### LAND USE

#### INTRODUCTION

Land use is the principal focus of the general plan. This chapter provides a context for the *General Plan* by describing existing land use conditions and local, regional, state, and federal plans and policies that have a bearing on land use in Newman. The chapter also outlines the institutional setting of Newman, describing other agencies that have regulatory or review authority over activities in the Newman area.

#### REGIONAL SETTING

The city of Newman is located in western Stanislaus County along State Highway 33. Newman is the county's southernmost city, situated just north of the Merced County line. Interstate 5 runs four miles to the west of Newman and the San Joaquin River about one mile to the east. Newman lies approximately 25 miles southwest of Modesto, the county seat. North on Highway 33 are the community of Crows Landing, about 4 miles away, and the city of Patterson, about 13 miles north of Newman. The city of Gustine is located about 5 miles south of Newman on Highway 33 in Merced County. Newman's elevation is 85 to 90 feet. Figure I-1 shows Newman's regional location.

#### CITY LIMITS, STUDY AREA, AND PLANNING AREA,

As of August 1992, incorporated Newman encompassed approximately 1,000 acres. Newman's 1992 city limits are shown in Figure I-2.

For the purposes of the *General Plan*, the City of Newman defined a Study Area of approximately 11,000 acres. The Study Area consists of the incorporated city and the unincorporated area extending north to Lundy Road, south to the Delta-Mendota Canal Wasteway, west to Eastin Road, and east to an area west of the San Joaquin River. Figure I-2 shows the boundaries of the Study Area.

While this larger area was studied broadly, specific general plan policies and land use designations focus on a smaller Planning Area, encompassing approximately 4,500 acres. The Planning Area was determined by the City during the *General Plan* process, after public input and the City's decisions concerning the amount, mix, and rate of future development in Newman. The Planning Area consists of the incorporated city and unincorporated area extending north to Stuhr Road, south to the county line and Delta-Mendota Canal Wasteway, east to the sewer treatment plant, and west to Draper Road on the north and the CCID Canal on the south. A small portion of land currently within Merced County east of Canal School Road and north of Brazo Road is also included in the Planning Area. Figure I-2 shows the boundaries of the Planning Area.

## HISTORY OF LAND USE PLANNING IN NEWMAN

### Introduction

For most of its existence Newman has served as a service center for the agricultural operations surrounding it. It remains a small town with a rural character, although recent residential development in Newman has occurred primarily to accommodate persons employed in the Greater San Francisco Bay Area. Planning and land use regulations over the years have attempted to preserve the city's agricultural base and strengthen the city's commercial and industrial core.

### 1964 General Plan

The City's first comprehensive general plan was adopted in 1964. The plan designated urban land uses for a general plan area with a western boundary just beyond and parallel to the western edge of the Orestimba High School property, a northern boundary roughly along Jensen Road, an eastern boundary just beyond the existing eastern city limits, and a southern boundary parallel to the southern edge of the Von Renner Elementary School property. Residential growth was targeted primarily to the north, northwest, and south. Outside the general plan boundary, the plan recommended very low density residential (one dwelling unit per acre). Industrial and heavy commercial uses were concentrated in the southeast portion of the city, with industrial reserve in the northeast portion of the city along Highway 33 and in the southeast to the Merced County line.

The plan recommended strengthening and expanding the central business district, discouraging strip commercial development along major streets, upgrading the heavy commercial-industrial area along the railroad and Highway 33 and screening it from adjacent residential uses.

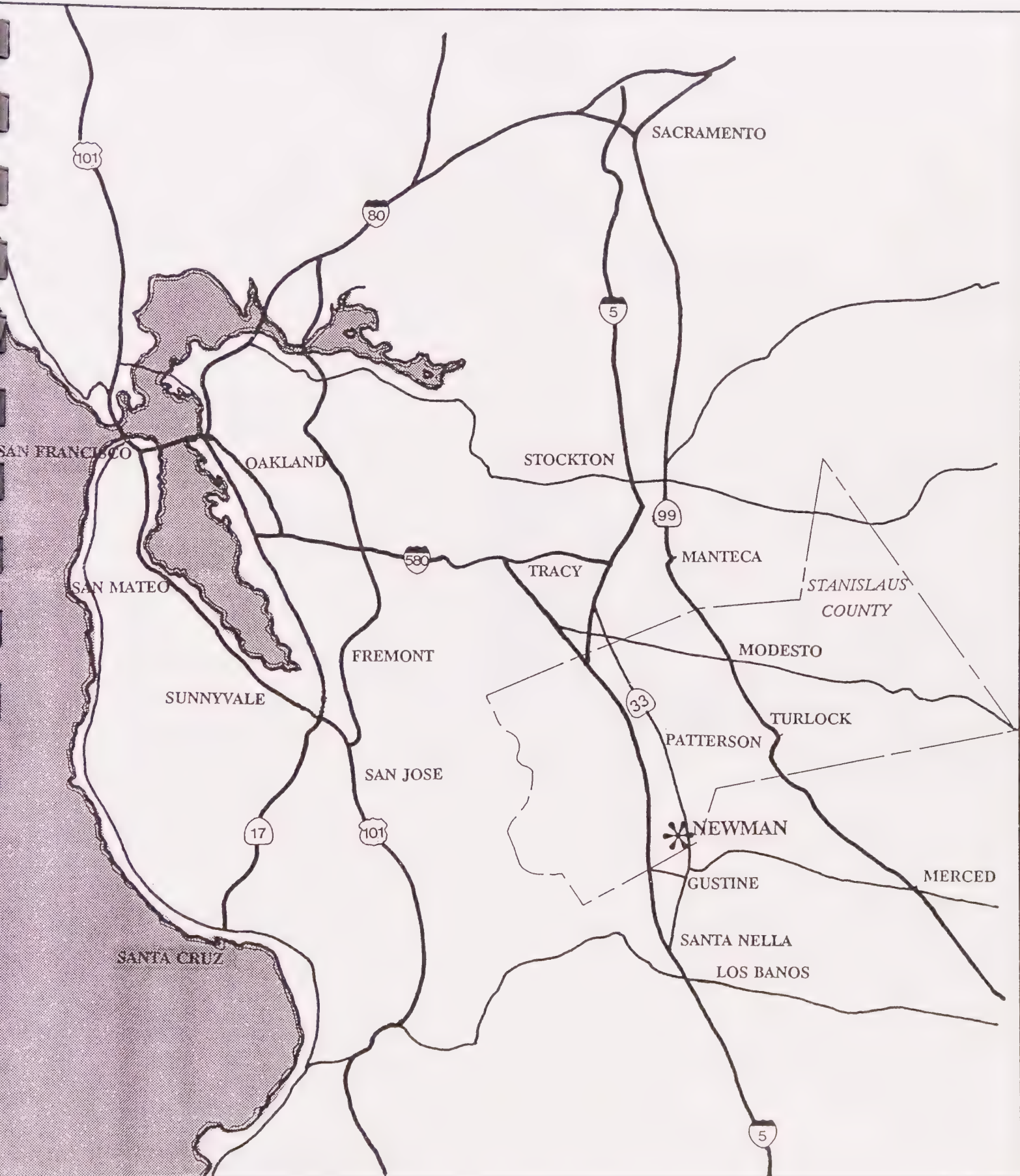
The plan had an estimated holding capacity for 8,000 persons, and projected that city population would grow from 2,360 in 1964 to 3,800 in 1980. The plan forecast a higher rate of population growth through the 1970s as a result of three major construction projects: the San Luis Dam, Interstate 5, and the California Aqueduct. After completion of these projects, the plan assumed that Newman's population would grow at a slower rate.

The land use element stated six general objectives:

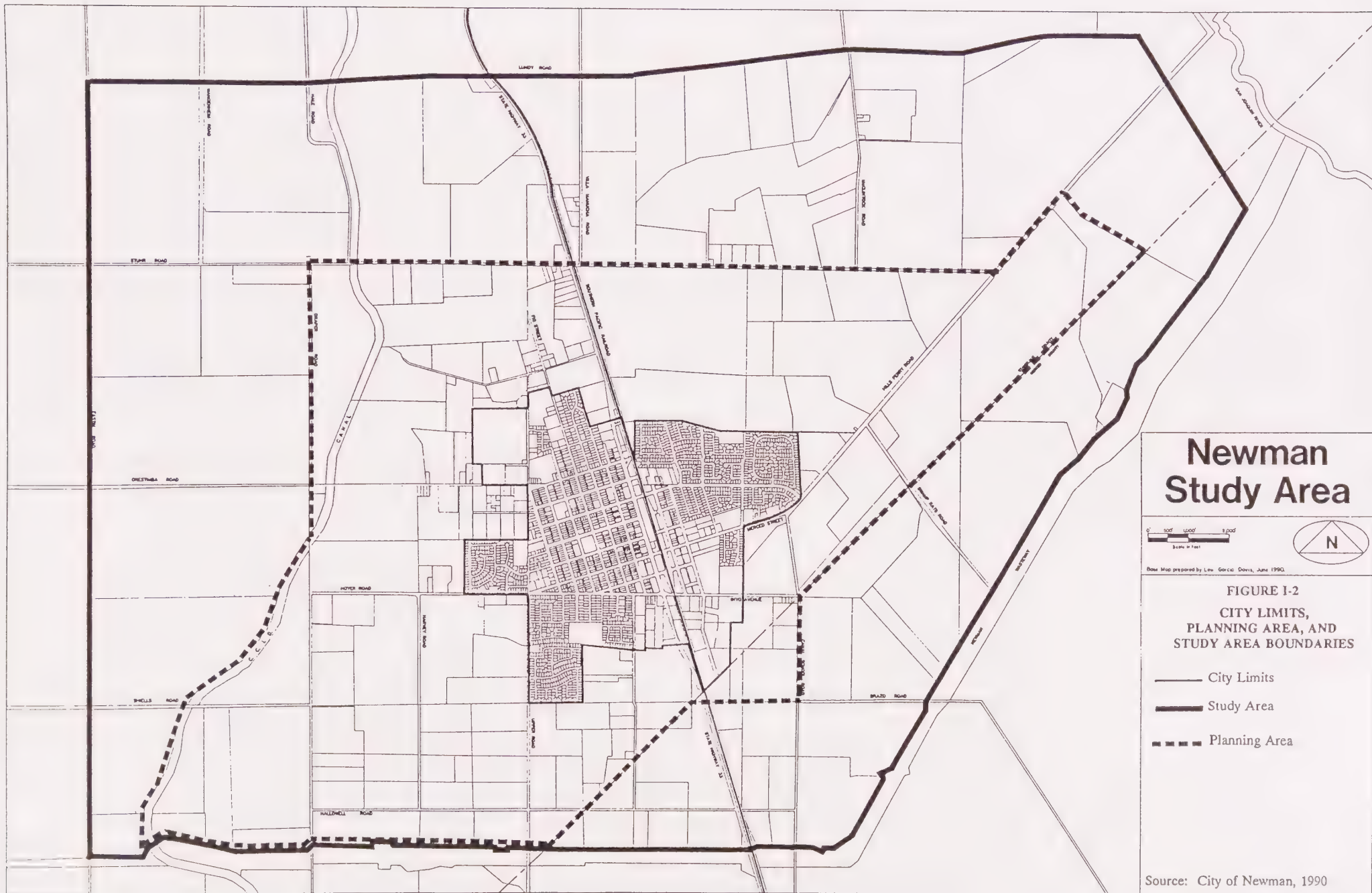
- 1. Present a general guide to the future development of land uses - residential, commercial, industrial, agricultural and public - within the Planning Area.*
- 2. Separate the incompatible uses, while allowing each type of land use sufficient area to develop to the fullest extent indicated by the economy and the general welfare.*
- 3. Provide a guide for public improvements and private investment.*
- 4. Preserve arable land for agriculture as one of the basic land uses of the Planning Area.*
- 5. Provide a Central Mercantile District for the Planning Area, and smaller shopping centers as needed for the convenience of residential neighborhoods.*
- 6. Outline a system of highways and local streets to provide adequate and safe circulation within, and between, the various land uses.*



FIGURE I-1  
REGIONAL LOCATOR MAP











The Circulation Element set out a system of major and secondary streets to meet existing and estimated future traffic volumes. The plan assumed 1980 traffic volumes would be twice the 1964 levels. The plan also discussed the pending construction of the "Westside Freeway" (Interstate 5), and assumed that I-5, when completed, would divert most through-traffic from State Route 33.

## 1976 General Plan

In response to new state general plan mandates, the City undertook a comprehensive revision of its *General Plan* in 1976, although some elements were revised again more recently. This is the plan under which the City was operating until adoption of the 1992 *General Plan*.

The 1976 *General Plan* defined an urban service area which included all the land designated in the 1964 *General Plan*, plus additional land to the north and to the east of this area designated for low density residential development. Land use designations were similar to the 1964 *General Plan*, except that much of the land north of Driskell Road and east of Highway 33 was redesignated from industrial and commercial uses to low density residential uses. Beyond the urban service area, the 1976 *General Plan* designated land in Residential Reserve and Industrial Reserve for development beyond the 20-year time frame of the 1976 *General Plan*.

The 1976 *General Plan* included eight land use designations and two reserve designations, which allowed the following uses:

### Residential:

- Low Density: 0 to 5 dwelling units per net acre
- Medium Density: 5 to 12 dwelling units per net acre
- High Density: 12 or more dwelling units per net acre

### Commercial:

- Retail Commercial: Less intensive commercial uses that service individual needs
- Heavy Commercial: Retail trade, processing, and light manufacturing
- Highway Commercial: Commercial uses that service the traveller

### Industrial:

- Planned Industrial: Industrial parks with architectural and landscaping controls
- Manufacturing: Existing manufacturing area

### Reserve:

- Residential Reserve: Land beyond the urban service area. As the urban service area expands, this designation should be changed to a residential designation or to another designation responsive to community needs.
- Industrial Reserve: Land beyond the urban service area. Should be kept in agricultural production until developed, and should not develop with residential uses.



Figure I-3 shows the 1976 *General Plan* land use diagram and Table I-1 shows the distribution of land among these land use designations. It should be noted that the acreage total in Table I-1 excludes land devoted to highways, roads, and railroad rights-of-way. The total therefore falls short of the total gross acreage by about 180 acres.

---

**TABLE I-1**  
**NET ACREAGE BY 1976 GENERAL PLAN LAND USE DESIGNATION**  
**City of Newman**  
**August 1992**

Land Use Designation	Net Acreage	% of Total
<b>Residential</b>		
LD	855.41	73.8%
MD	21.61	1.9%
HD	<u>34.82</u>	<u>3.0%</u>
	913.59	78.6%
<b>Commercial</b>		
RC	19.07	1.6%
KC	13.11	1.1%
HC	<u>30.13</u>	<u>2.6%</u>
	60.56	5.4%
<b>Industrial</b>		
MI	10.95	0.9%
PI	<u>160.52</u>	<u>13.8%</u>
	171.47	14.8%
<b>Open Space</b>		
OS	14.06	1.2%
<b>Total</b>	<b>1,159.68</b>	<b>100.0%</b>

Sources: City of Newman *General Plan*, 1976, as amended through 1992; J. Laurence Mintier & Associates, City of Newman Land Use Inventory, July 1990

---

The 1976 *General Plan* included the following goals and objectives:




*Goal: To encourage orderly land use patterns which are sensitive to characteristics of the land and environment, along with the economic and social concerns of the residents of Newman.*

*Objective: To encourage new development to be contiguous to existing urban development.*

**FIGURE I-3**

**1976 GENERAL PLAN**



**Residential:**

-  LD Low Density
-  MD Medium Density
-  HD High Density

**Commercial:**

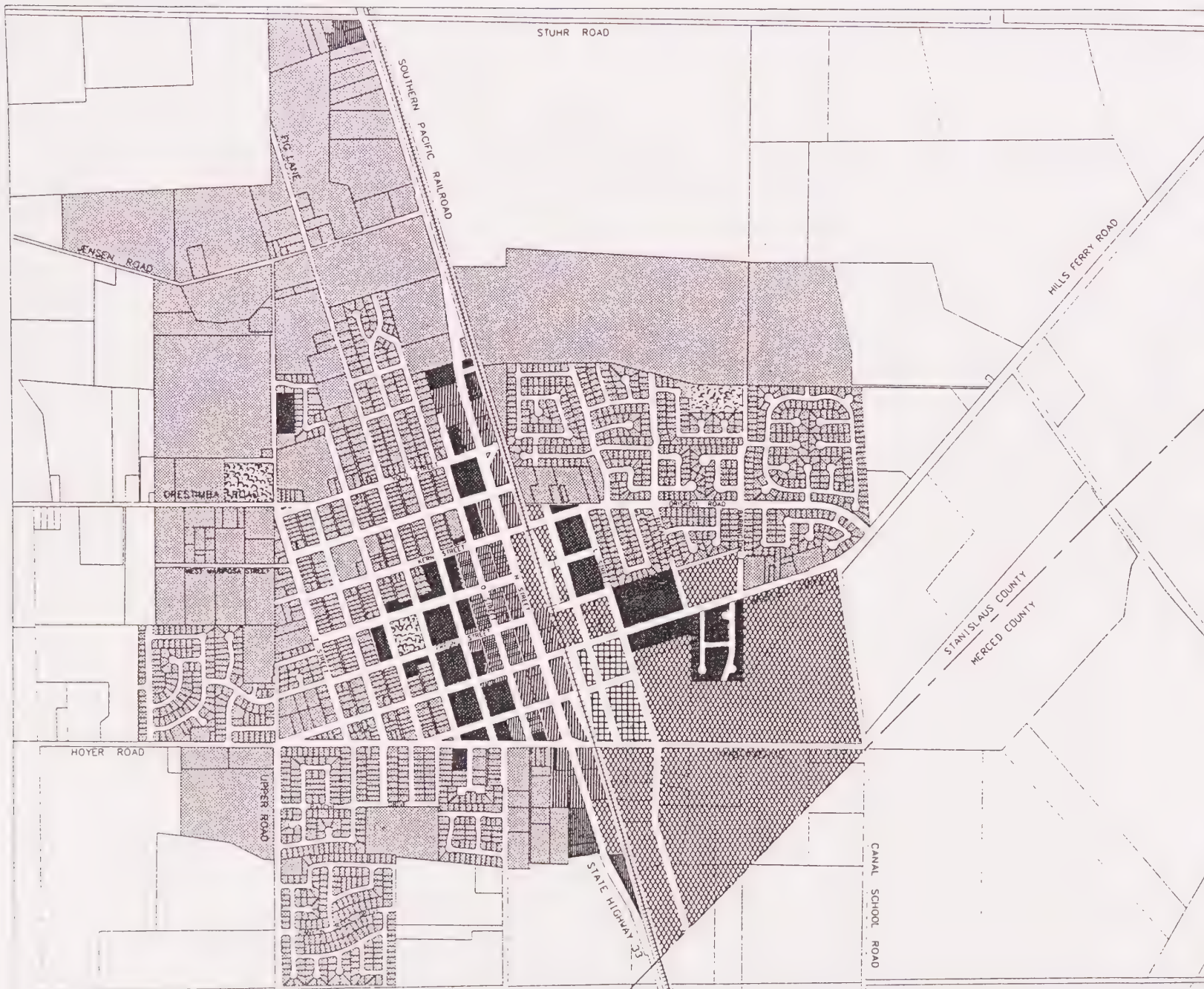
-  RC Retail Commercial
-  HC Heavy Commercial
-  KC Highway Commercial

**Industrial:**

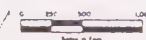
-  PI Planned Industrial
-  MI Manufacturing

**Open Space**

-  OS Parks and Recreation



Source: City of Newman General Plan Map, 1976, as amended through 1990



Base Map prepared by Lyle Garcia, Davis, June 1990



**City of  
Newman**





*Objective: To stage development as public services can economically be provided.*

*Objective: To encourage development on unused lands and underused lands within the urban area.*

*Goal: To economically provide a full range of public services and facilities for all areas of the community.*

*Objective: To provide sanitary sewer service for all urban development.*

*Objective: To provide and maintain a comprehensive circulation system between linked activities.*

*Objective: To provide an adequate water supply for domestic and industrial use and fire protection.*

*Objective: To provide and maintain a system of park and recreation facilities and a recreation program.*

*Objective: To require new urban development to finance the capital costs related to development.*

*Goal: To promote a diversified employment base which does not place demands beyond the capabilities of the water and sewer facilities.*

*Objective: To provide an area for industrial and heavy commercial uses which will minimize the impact on the remaining community through the development of an industrial area in an "industrial park" atmosphere.*

*Objective: To promote commercial and industrial uses which complement the existing economic base.*

*Goal: To maintain the existing central business district as the focus of retail activity.*

*Objective: To minimize retail activity outside the central area.*

*Objective: To provide for multiple family development near the central retail area.*

*Goal: To promote an adequate supply of quality housing.*

*Objective: To upgrade the quality of housing through maintenance and rehabilitation efforts.*

*Objective: To encourage the development of new housing within the city.*

*Objective: To prepare qualified housing programs that will be funded through Housing and Community Development.*

*Goal: To introduce safety considerations into the planning process to reduce the loss of life, injuries, damage to property, and economic and social dislocation resulting from fire and geologic occurrences.*

*Objective: To develop a continuing process of inspection for compliance with health and safety codes.*

*Objective: To develop a system to monitor safety information for applicability to Newman.*

*Goal: To maintain a general plan responsive to the valid needs of the city and its citizenry.*

*Objective: To provide a means of modifying the general plan consistent with current state law.*

*Objective: To regularly review and update the General Plan to insure adequate areas for all types of new development are available.*

*Objective: To coordinate all planning and implementation with other government agencies.*

The plan also established a procedure for amending the *General Plan* and a process for annual review of the *General Plan*.

The 1976 *General Plan* was the official development guide for the City of Newman for 16 years.

### **1985 Housing Element**

Responding to new state housing element requirements, the City revised its *Housing Element* in 1985. The 1985 *Housing Element* superseded the element contained in the 1976 *General Plan*. It contained goals, objectives, and recommendations for implementation of specified actions. The recommended actions were intended to respond to anticipated housing needs of Newman residents through 1992. The element discussed existing and projected housing needs, including available land and potential constraints on housing development. An analysis of the 1985 *Housing Element* programs is contained in Chapter II, Housing.

### **1986 Open Space and Recreation Element**

In 1986, the City updated the *Open Space and Recreation Element* of the *General Plan*. The 1986 *Open Space and Recreation Element* included policies to discourage unnecessary conversion of agricultural land to urban uses and to encourage the preservation of agricultural land through the use of Williamson Act contracts.

The 1986 *Element* also established park land dedication standards, proposes the use of parks as temporary storm detention basins, and encourages the joint development of parks and elementary schools.



## 1990-92 General Plan Revision

Prompted by growth pressures and concern over the future direction of Newman, the City retained a consultant team under the direction of J. Laurence Mintier & Associates to undertake a complete revision of the City's *General Plan*. Adoption of the 1992 *General Plan* supersedes the former elements of the *General Plan*. The 1992 *General Plan* includes this *Background Report* and the *General Plan Policy Document*.

## Redevelopment Plan

The City plans to form a redevelopment agency and adopt a redevelopment plan late in 1992. The proposed redevelopment project area is depicted in Figure I-4. The redevelopment project area encompasses approximately 610 acres; 63 percent of the incorporated area as of August 1992.

Expressed goals of the City's Redevelopment Agency in adopting and implementing the proposed redevelopment plan include the following:

- *Expansion and diversification of the community's economic and employment base, through the facilitation of industrial development and expansion.*
- *Strengthening of the general retail and service commercial sectors of the local economy, through diversification and enhancement of population-generated and income-generated demand*
- *Strengthening of the aesthetic image of the community, to help ameliorate existing stigma against local development, with particular emphasis upon enhancement of the aesthetic qualities of the city's commercial core to support its competitive performance*
- *Recapture of general retail sales leakage from Newman to other, larger trade centers*
- *Increasing the capture of potential commercial trace originating from through-traffic on Highway 33*
- *Improvement in the quality of the community's existing housing stock, through rehabilitation and replacement programs*
- *Improvements to existing infrastructure supporting the Project Area, particularly streets, sewerage, water, storm drainage, curb, gutter and sidewalk, railroad crossings, parks and playgrounds, parking, etc., and to remove existing impediments to the economic development of the community.*
- *Enhancement of active and passive recreational opportunities and community facilities available to residents of the Project Area and supportive of the local population at-large*
- *Elimination or mitigation of other existing blighting conditions and influences, including incompatible land uses, obsolete or substandard structures, inadequate public facilities, and/or small, irregular, and landlocked parcels.*

## ANNEXATION HISTORY AND POLICY

Since its incorporation in 1908, the city of Newman through annexation has grown to about 1,000 acres. Since records were kept (beginning in the 1940s), the city has grown by about 492 acres. Figure I-5 depicts the city's annexation growth since the 1940s and Table I-2 lists the annexations since 1940. As Table I-2 indicates, over one-fifth of the city's total expansion since 1940 occurred with the single Hills Ferry annexation of 106 acres. Since 1980, Newman has increased its urban boundaries by 276 acres, or by over 25 percent.

Annexations to cities are regulated by the Cortese-Knox Local Government Reorganization Act (*California Government Code* §56000 et seq.). Generally, any land that is contiguous to a city may be annexed to the city if the annexation does not result in an island of unincorporated land completely surrounded by the city or in narrow strips of unincorporated land.

Proponents of an annexation must secure the approval of the Local Agency Formation Commission (LAFCO) (discussed in a later section). Annexation proceedings may be initiated by application to LAFCO either by resolution of the City or through petition of landowners or registered voters, after securing City approval of rezoning for the area. LAFCO holds a hearing on the proposed annexation, considers the proposal, staff report, testimony of affected agencies and parties, service plan, and environmental documents, and approves or disapproves the annexation proposal.

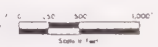
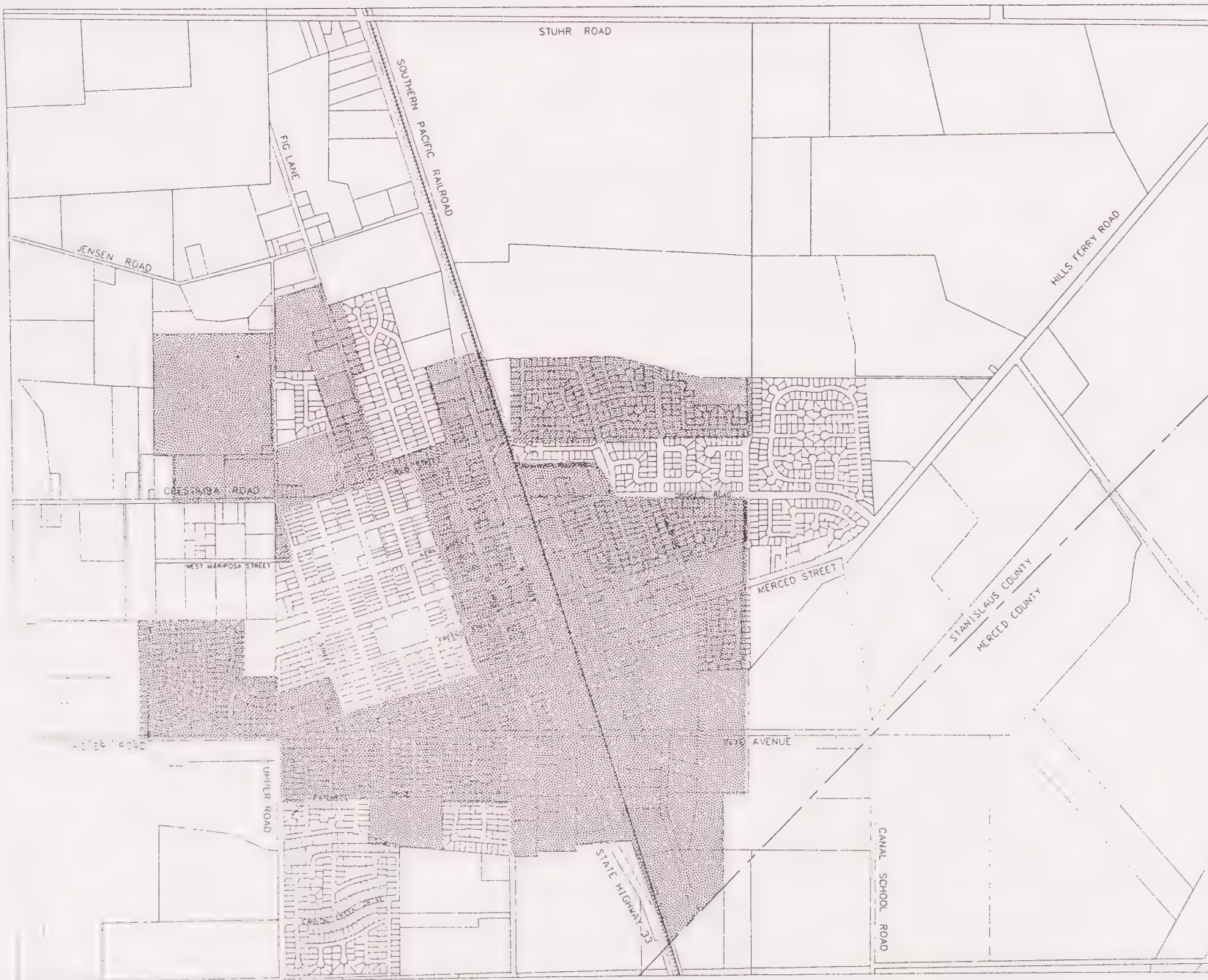
Upon LAFCO approval, unless the City has been authorized to proceed without notice and hearing, the City must conduct a protest hearing. At the protest hearing, the City Council must either approve the proposal, terminate the proposal, or call for election, based on the proportion of written protests of the registered voters or landowners received.

In inhabited territory (territory with at least 12 registered voters), the City Council must order the change if written protests have been filed by less than 25 percent of the registered voters or less than 25 percent of the number of owners of land who also own 25 percent of the assessed value of land within the affected territory. The proposal must be terminated by the City Council if written protests have been filed by more than 50 percent of the voters in the affected territory. The City Council must send the proposal to special election if written protest is filed by 25 to 50 percent of voters or landowners of inhabited territory (*Government Code* §57075(a)). If approved by the voters, the City Council must adopt a resolution of approval and forward the resolution to LAFCO.

In uninhabited territory, the City Council must approve the proposal if no majority landowner protest is received and deny the proposal if majority landowner protest is received (*Government Code* §57075(b)). Annexation proposals disapproved by LAFCO, terminated by written protest, or terminated by special election must wait at least one year before a similar proposal is resubmitted to LAFCO.



**FIGURE I-4  
REDEVELOPMENT  
PROJECT AREA**

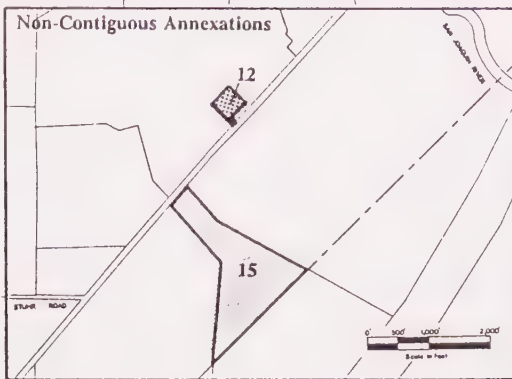
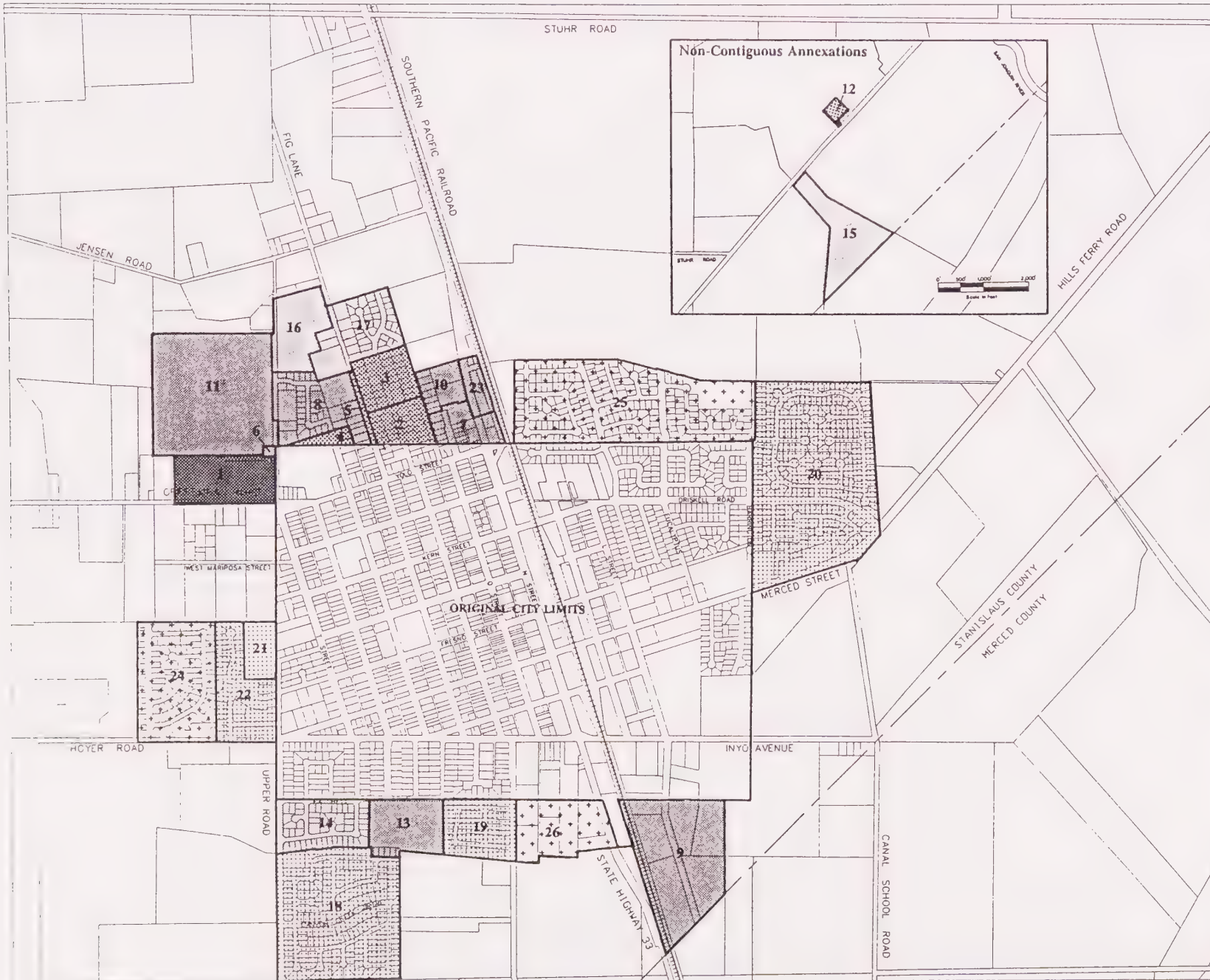


Base Map prepared by Law, Gorek, Davis, June 1980

**City of  
Newman**







**FIGURE I-5**  
**ANNEXATION HISTORY**

Annexation occurred in:

- 1940s
- 1950s
- 1960s
- 1970s
- 1980s
- 1990s

Map numbers refer to Table I-1

Sources: Stanislaus County Local Agency Formation Commission, 1990; City of Newman, 1990



Base Map prepared by Law, Gericc, Davis, June 1990

**City of  
Newman**



TABLE I-2

ANNEXATIONS TO THE  
CITY OF NEWMAN

Ref. No. <sup>1</sup>	Designation	Gross Acres	Effective Date
1.	Recreation Addition	12.0	7/48
2.	North Manor Addition	6.2	7/51
3.	North Manor No. 3	8.7	8/54
4.	Franzen-Eastin Addition	0.9	8/55
5.	Fig Lane Addition	1.0	4/58
6.	Harris Addition	0.3	5/61
7.	Highway Addition	6.3	9/61
8.	Stanley Addition	15.5	7/64
9.	Industrial Park Annexation	32.0	9/64
10.	Walker Annexation	5.0	6/65
11.	Orestimba High School Addition	39.2	9/61
12.	Non-Contiguous (City Dump Property) <sup>2</sup>	3.5	4/57 <sup>3</sup>
13.	Newman School Addition	14.0	5/58
14.	South Annex No. 3	11.4	5/77
15.	Wastewater Treatment Annexation <sup>2</sup>	40.5	12/78
16.	North Annex No. 1	9.0	5/72
17.	North Annex No. 2	14.1	5/79
18.	Dumas Reorganization	49.5	3/87
19.	South Newman No. 4	10.6	3/88
20.	Hills Ferry Road Reorganization	105.7	5/88
21.	West Tulare Street Annex	5.0	8/84
22.	Silva Ranch Annex	15.1	9/89
23.	Highway Addition No. 2	3.6	9/69
24.	Southwest Newman No. 7 (Silva Ranch)	25.9	5/90
25.	Northeast Newman No. 2 (Barrington Ave)	49.3	5/90
26.	Westside Marketplace	11.2	91
Total Annexations (Contiguous Only)		492.0	
Pre-1940 City Area		511.0	
Total Contiguous City Area		1,003.0	

<sup>1</sup>Refer to Figure I-4<sup>2</sup>Non-Contiguous<sup>3</sup>Reverted back to County 2/79

Source: Stanislaus County Local Agency Formation Commission



## ZONING

Under state law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, state law establishes only broadly the scope of zoning regulation and sets minimum standards for its adoption and administration. One key requirement, however, is that zoning be consistent with the general plan.

Newman's *Zoning Ordinance*, originally adopted in 1964, has been amended many times over the years.

Following are brief summaries of the permitted and conditional uses for the existing zoning categories found within Newman. These summaries outline only general standards and are provided for reference purposes only. The *Zoning Ordinance* itself should be consulted for specific questions regarding permitted, accessory, and conditional uses, and for specific lot size and setback requirements.

### **R-1: Single Family Residential**

#### Permitted Uses:

- Single family dwellings
- Accessory structures

#### Conditional Uses:

- Public buildings
- Churches
- Schools
- Parks
- Playgrounds
- Hospitals
- Boarding houses
- Rest homes
- Secondary units or guest houses
- Landscaped parking lots
- Home occupations
- Crop and tree farming
- Public utility buildings and uses

Minimum interior lot size is 6,000 square feet. The R-1 zone includes three subzones: R-1-6,000, R-1-7,000, and R-1-8,000, which have minimum interior lot size requirements of 6,000, 7,000, and 8,000 square feet, respectively.

### **R-2: Duplex Residential**

#### Permitted Uses:

- Single family dwellings
- Duplexes
- Accessory structures

#### Conditional Uses:

- Triplexes
- Apartments
- Dwelling groups
- Condominiums
- Public buildings
- Parks
- Playgrounds
- Hospitals
- Landscaped parking lots
- Secondary units or guest houses

- Churches
- Rest homes
- Schools
- Boarding houses
- Home occupations
- Crops and tree farming
- Public utility buildings and uses

Minimum interior lot size is 6,000 square feet.

### **R-3: Multiple-Residential**

#### Permitted Uses:

- Single family dwellings
- Duplexes
- Triplexes
- Apartments
- Accessory buildings

#### Conditional Uses:

- Dwelling groups
- Rooming and boarding houses
- Lodges
- Clubs
- Rest homes
- Mobilehome parks
- Trailer courts
- Professional offices
- Clinics
- Mortuaries

The minimum lot area for interior and corner lots is 6,000 square feet for permitted uses, 7,500 square feet for conditional uses with the exception of mobilehome parks and trailer courts, which have a five-acre minimum lot requirement.

### **C-N: Neighborhood Commercial**

#### Permitted Uses:

##### Sales:

- Food store
- Variety store
- Book store
- Record store
- Stationery store
- Drug store
- Hardware store
- Gift store
- Toy store
- Flower shop

##### Services:

- Barber and beauty shops
- Pickup stations for laundry and dry cleaning
- Coin-operated laundries
- Business and professional offices
- Bakery outlets
- Soda fountains
- Restaurants (with no alcohol sales or live entertainment)

#### Conditional Uses:

- Service stations
- Public utility buildings

The minimum lot area for permitted uses is 5,000 square feet and 10,000 square feet conditional uses. The maximum allowable lot coverage is 100 percent for permitted uses and 50 percent for conditional uses.

### **C-1: Retail Business**

#### Permitted Uses:

##### Sales:

- Apparel
- Books
- Confectionery
- Drugs
- Flowers
- Food
- Furniture
- General merchandise
- Gifts
- Hardware
- Household appliances
- Jewelry
- Liquor
- Periodicals
- Photo supplies

##### Services:

- Barber and beauty shops
- Cleaning agencies
- Photographic studios
- Radio and television repair
- Shoe repair
- Department stores
- Banks
- Offices
- Theaters
- Bars
- Restaurants
- Public utility uses

#### Conditional Uses:

- Parking lots
- Hotels and motels
- Retail sales and services not within a building

The minimum lot area is 2,500 square feet. Maximum allowable lot coverage is 100 percent.

### **C-2: General and Service Commercial**

#### Permitted Uses:

- All uses permitted in the C-1 zone
- Animal hospitals
- Auto sales and service
- Auto body and repair shops
- Commercial recreation
- Creameries
- Dry cleaners
- Heavy equipment sales and service
- Laundries
- Locker plants
- Nurseries
- Plumbing shops
- Second-hand sales
- Bottling plants
- Building materials
- Cabinet shops
- Cold storage
- Contractor's yards
- Feed and fuel yards
- Food processing
- Lumber yards
- Machine shops
- Pipe yards
- Public utility service yards
- Light manufacturing
- Fabricating

- Sheet metal shops
- Tire shops
- Wholesaling facilities
- Blacksmiths
- Assembling
- Component manufacturing
- Small parts processing

Conditional Uses:

- Outdoor storage and sales establishments
- Service stations

The minimum lot area is 2,500 square feet. Maximum allowable lot coverage is 100 percent.

**C-8: Highway Commercial**

Conditional Uses:

- Hotels and motels
- Restaurants
- Bars
- Commercial recreation
- Refreshment stands
- Service stations
- Public utility buildings
- Mobilehome parks
- Trailer courts

The minimum lot area is 7,500 square feet except for mobilehome parks and trailer courts, which have a five-acre minimum lot size. Maximum allowable lot coverage is 100 percent.

**M: Industrial**

Permitted Uses:

- Wholesale stores and storage
- Service establishments
- All uses permitted in the C-2 zone
- Service stations
- Public utility buildings
- Light and heavy industrial and manufacturing uses which have no objectionable noise, odor, or nuisance factors

Conditional Uses:

- Industrial and manufacturing uses which may have objectionable noise, odor, or nuisance factors
- Retail sales and personal service establishments
- Accessory residential uses

The minimum lot area is 2,500 square feet. Maximum allowable lot coverage is 100 percent.



## **I: Controlled Manufacturing**

### Conditional Uses:

- All uses permitted in the M District
- Administrative, executive, and financial offices
- Professional offices
- Research offices
- Laboratories

The minimum lot area is 15,000 square feet. Maximum allowable lot coverage is 40 percent.

## **P-D: Planned Development**

The Planned Development zone can apply to any land of more than two acres and allows any uses allowed under the *General Plan*. A development plan is required for development in the PD zone. Minimum lot size, setback and parking requirements, and maximum height, density, and percentage of coverage shall be established by the development plan.

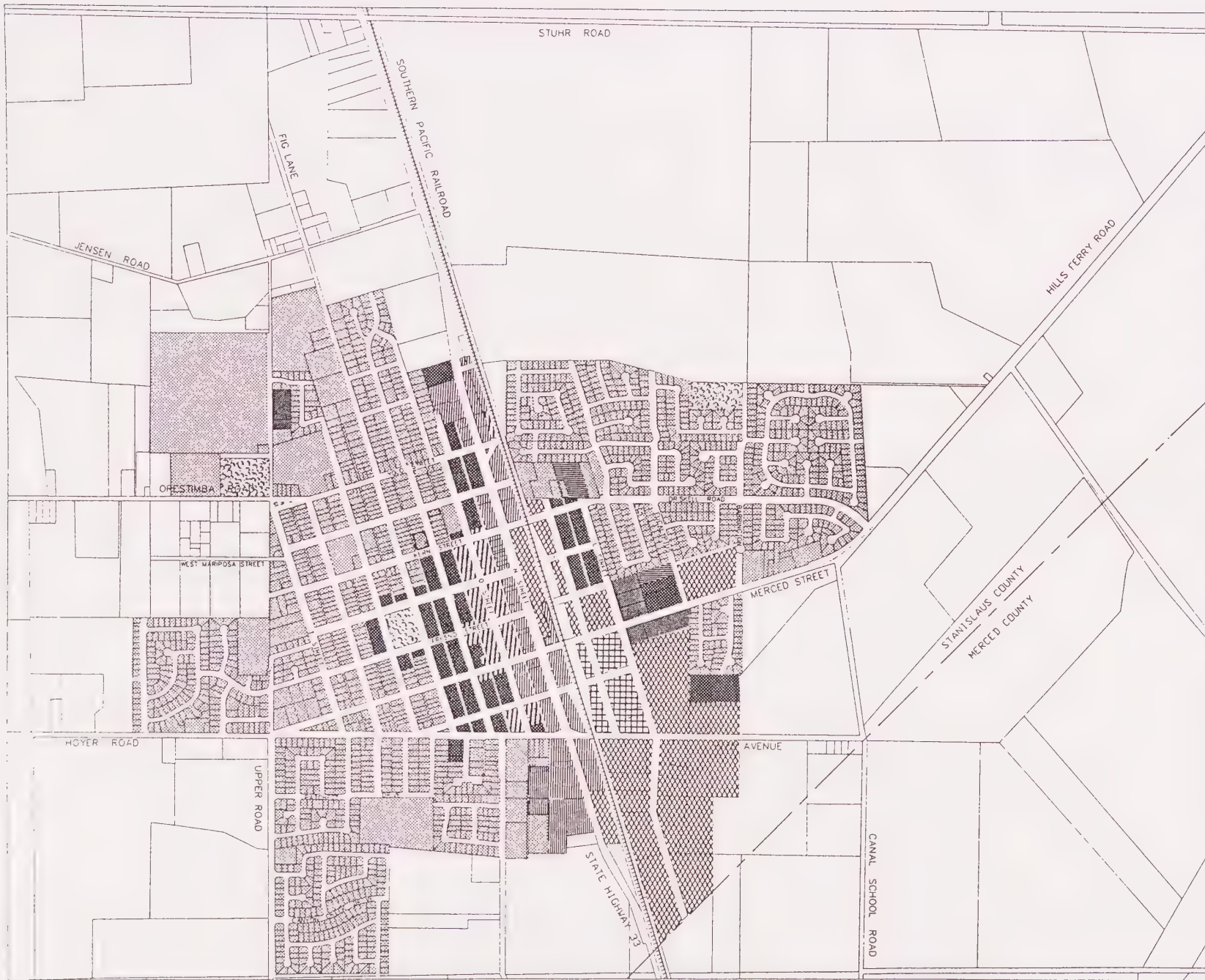
## **H-C: Historical-Cultural Combining District**

The Historical-Cultural District is a combining district intended to protect historic structures. All uses allowed in the district with which the H-C zone is combined are permitted. New construction or alteration of any structure or site which will alter the exterior appearance shall require a development plan subject to the review and approval of the Planning Commission.

The *Zoning Ordinance* also includes a Parking (P) overlay zone, which establishes parking requirements for those zoning districts which do not contain any.

Figure I-6 shows the current zoning for Newman and Table I-3 shows the distribution of land in the city among zoning categories. The C-N and C-8 zoning districts are not applied to any land within the city limits as of August 1992.

It should be noted that the acreage total in Table I-3 excludes land devoted to highways, roads, and railroad rights-of-way which run through the city. The total therefore falls short of the total gross acreage total by about 265 acres. A comparison of the City's zoning map with the 1976 *General Plan* map reveals no major inconsistencies.



**FIGURE I-6**  
**EXISTING ZONING**  
 City of Newman

- R-1 Single Family Residential
- R-2 Duplex Residential
- R-3 Multiple Residential
- C-1 Retail Commercial
- C-2 General Service Commercial
- I Controlled Manufacturing
- M Industrial
- PD Planned Development
- OS Open Space
- HC Historic Cultural Combining

Source: City of Newman Zoning Map,  
 1963, as amended through 1990

0 250 500 1,000'  
 Scale in Feet

Base Map prepared by Lew Gericke, Davis, June 1990



**City of  
 Newman**



**TABLE I-3**  
**NET ACREAGE BY ZONING CATEGORY**  
**City of Newman**  
**August 1992**

<b>Zoning Category</b>	<b>Net Acreage</b>	<b>% of Total</b>
<b>Residential</b>		
R-1	484.78	69.1%
R-2	4.18	0.6%
R-3	43.63	6.2%
PD	<u>5.07</u>	<u>0.7%</u>
	537.66	76.6%
<b>Commercial</b>		
C-1	11.42	1.6%
C-2	<u>41.83</u>	<u>6.0%</u>
	53.25	7.6%
<b>Industrial</b>		
I	87.60	12.5%
M	<u>9.00</u>	<u>1.3%</u>
	96.60	13.8%
<b>Open Space</b>		
OS	14.06	2.0%
<b>TOTAL</b>	<b>701.57</b>	<b>100.0%</b>

Source: City of Newman *Zoning Ordinance*, 1981, as amended through 1992; J. Laurence Mintier & Associates, City of Newman Land Use Inventory, July 1990

As Table I-3 indicates, 77 percent of the land in the city is zoned for some kind of residential use, with almost 70 percent of the land in the city set aside exclusively for single-family dwellings. Industrial zoning occupies about 14 percent of the city's land. The bulk of this land is located along the east side of Highway 33, south of Fresno Street. Commercial zoning makes up about 8 percent of the city's land. Commercial zoning is concentrated along "O" Street in the downtown area, south of Inyo Avenue on the west side of Highway 33, and on the west side of Highway 33 north of Kern Street.

## EXISTING LAND USE

In July 1990, J. Laurence Mintier & Associates conducted a detailed survey of existing land uses within the Study Area. The results of the survey are summarized in Table I-4 and the generalized land uses as identified by the survey are shown in Figure I-7. Table I-4 indicates the net acreage of various land use categories within the city limits and the Study Area.













**TABLE I-4**  
**EXISTING LAND USE**  
**Newman City Limits and General Plan Study Area**  
**Net Acreage**  
**July 1990**

Land Use Category	City Limits (Acres)	% of City Limits	Unincorp. Study Area (Acres)	% of Unincorp. Study Area	Total Study Area (Acres)
<b>Residential</b>					
Single-Family	269.22		185.62		454.84
Multi-Family, 2 to 4 Units	2.96		--		2.96
Multi-Family, 5 or More Units	10.09		--		10.09
Mobilehomes	1.41		--		1.41
<b>Total Residential</b>	<b>283.68</b>	<b>41.3%</b>	<b>185.62</b>	<b>2.0%</b>	<b>469.30</b>
Approved/Under Construction	65.91		--		65.91
Tentative Map Approved	88.28		--		88.28
<b>Total Approved</b>	<b>154.19</b>	<b>22.4%</b>	<b>--</b>	<b>--</b>	<b>154.19</b>
<b>Commercial</b>					
Motel/Hotel	--		0.54		0.54
Retail Commercial	3.49		0.60		4.09
Restaurants and Bars	1.58		0.60		2.18
Commercial Recreation	0.17		--		0.17
Offices/Financial Institutions	2.35		1.00		3.35
Personal Service Commercial	1.27		--		1.27
General Commercial	7.02		12.86		19.88
Vacant Commercial Buildings	0.69		--		0.69
<b>Total Commercial</b>	<b>16.57</b>	<b>2.4%</b>	<b>15.60</b>	<b>0.2%</b>	<b>32.17</b>
<b>Industrial</b>	<b>56.16</b>	<b>8.2%</b>	<b>1.74</b>	<b>--</b>	<b>57.90</b>
<b>Institutional</b>					
Public Institutional	84.11		179.72		263.83
Private Institutional	12.94		--		12.94
<b>Total Institutional</b>	<b>97.05</b>	<b>14.1%</b>	<b>179.72</b>	<b>1.9%</b>	<b>276.77</b>
<b>Agricultural/Natural Vegetation</b>	<b>22.86</b>	<b>3.3%</b>	<b>8,963.28</b>	<b>95.7%</b>	<b>8,986.14</b>
<b>Vacant Land</b>					
Vacant Residential	12.84		15.75		28.59
Vacant Commercial	12.07		0.45		12.52
Vacant Industrial	31.40		1.83		33.23
<b>Total Vacant Land</b>	<b>56.31</b>	<b>8.2%</b>	<b>18.03</b>	<b>0.2%</b>	<b>74.34</b>
<b>TOTAL</b>	<b>686.82</b>	<b>100.0%</b>	<b>9,363.99</b>	<b>100.0%</b>	<b>10,050.81</b>

Source: J. Laurence Mintier & Associates, City of Newman Land Use Inventory, July 1990

FIGURE I-7  
EXISTING LAND USE  
City of Newman  
July 1990

-  Single Family Residential
-  Multi-Family Residential
-  Commercial
-  Industrial
-  Institutional
-  Parks
-  Agricultural
-  Approved for Development/Under Construction
-  Tentative Map Approved
-  Vacant

Source: J. Laurence Mintier & Associates,  
City of Newman Land Use  
Inventory, July 1990

0 250 500 1000'  
Scale of Feet

Base Map prepared by: LAW, GRIFF, Davis, June 1990



**City of  
Newman**







As Table I-4 indicates, over 40 percent of the land within the city limits is developed with residential uses, almost 95 percent of this with single family homes. Another 22 percent of land has been approved for single-family residential development and is either under construction as of July 1990 or was recently annexed and has received tentative map approval. About 14 percent of the land is dedicated to institutional uses (e.g., schools, parks, city offices); 8 percent is developed with industrial uses, and 2 percent with commercial uses. Another 3 percent of the land in the city is in agricultural production and 8 percent is vacant. Beyond the city limits, more than 95 percent of the Study Area is devoted to agricultural uses.

A comparison of the existing land use map with the zoning map shows that the existing uses are generally consistent with the underlying zoning districts, with a few notable distinctions. Most of the R-3-zoned area surrounding the city park adjacent to the FDES Hall is developed with single-family homes. Much of the industrially zoned land east of Highway 33 and north of the Merced County line is currently in agricultural production.

## LOCAL AGENCY FORMATION COMMISSION AND SPHERE OF INFLUENCE

In 1985, the various state laws regulating city and special district organization and annexations were consolidated in the Cortese-Knox Local Government Reorganization Act (*Government Code §56000 et seq.*).

The 1963 Knox-Nisbet Act, which was superseded by Cortese-Knox, created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Act declares that "among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities" (*Government Code §56301*). In meeting these responsibilities, each LAFCO is required "to review and approve or disapprove, with or without amendment, wholly, partially, or conditionally, proposals for changes of organization or reorganization" (*Government Code §56375 (a)*).

According to Section 56021 of the *Government Code*, "change of organization" means any of the following:

- A city incorporation
- A district formation
- An annexation to, or detachment from, a city or district
- A disincorporation of a city
- A district dissolution
- A consolidation of cities or special districts
- A merger or establishment of a subsidiary district

The special districts that fall under LAFCO jurisdiction are defined in *Government Code* Section 56036. School districts and redevelopment agencies, among others, are excluded within this definition and are, therefore, not subject to LAFCO review.



In addition to the regulatory responsibilities of LAFCO, the commission is empowered to initiate and to make studies of existing governmental agencies. These studies include, but are not limited to, inventorying local agencies and determining their maximum service areas and service capabilities.

As the basis in part for making decisions about organizational changes and annexations, LAFCO must adopt a sphere of influence for each local agency subject to LAFCO regulation. The Cortese-Knox Act defines a sphere of influence as "a plan for the probable ultimate physical boundaries and service area of a local agency" (*Government Code* §56076). In practice, "ultimate" is typically defined as 20 years. Under *Government Code* Section 56080, this can include the identification of an "urban service area" which identifies an area within a city's sphere of influence which is served by urban facilities, utilities, and services, or which is proposed to be served during the first five years of an adopted capital improvement program. The urban service area boundary shall be adopted by the LAFCO in cooperation with the affected city (*Government Code* §56080). Annexations by the affected city of land which falls within an identified "urban service area boundary" may not be denied by the LAFCO which adopts the boundaries.

In determining the sphere of influence for each local agency, the LAFCO must consider and prepare a written statement of its determinations with respect to each of the following:

- The present and planned land uses in the area, including agricultural and open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and the adequacy of public services which the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (*Government Code* §56425).

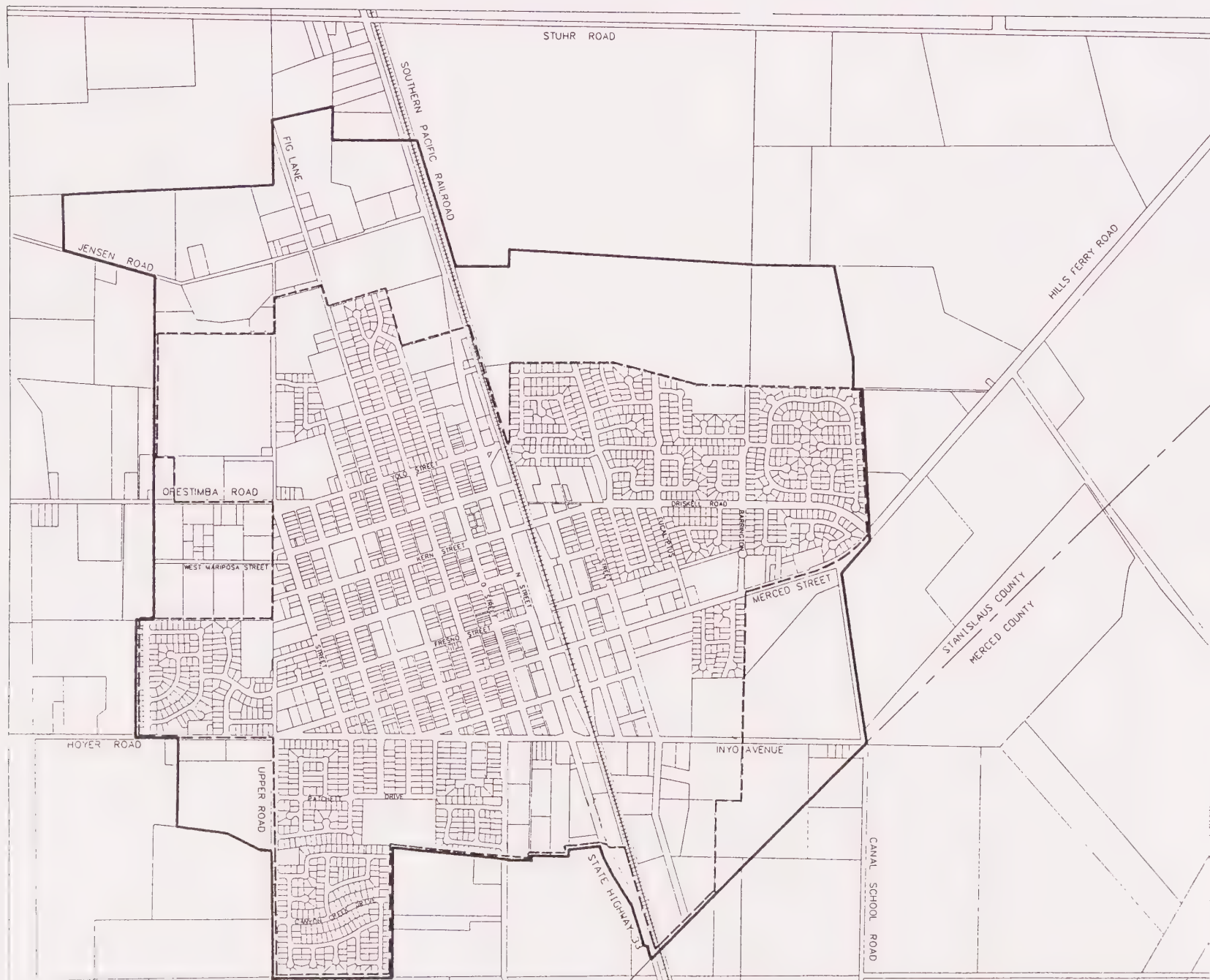
Once these spheres are adopted, LAFCO decisions must be consistent with applicable spheres (*Government Code* §56375.5). This means that LAFCO may not approve city annexations outside the adopted sphere of influence for a city.

As a matter of policy, the Stanislaus County LAFCO determines a primary (10-year) and secondary (20-year) sphere of influence for each city.

Newman's sphere of influence as of August 1992 was adopted by the Stanislaus County LAFCO in December 1984 and revised in March 1986. The City's sphere boundaries are coterminous with the 1976 *General Plan* boundaries for non-reserve designations (see Figure I-3) with two exceptions. The 1976 *General Plan* contains land north to Stuhr Road not included in its sphere of influence and the sphere of influence includes some industrial land on the east side of the city designated under Newman's 1976 *General Plan* as industrial reserve. Figure I-8 shows the City's sphere of influence as approved by LAFCO. Approximately 415 acres in the sphere of influence have not been annexed to the city as of August 1992.

**FIGURE I-8**  
**LAFCO SPHERE OF INFLUENCE**

— Sphere of Influence  
 --- City Limits



Source: Stanislaus County Local Agency  
 Formation Commission, March 1986



Base Map prepared by Lew A. Davis, June 1980

**City of  
 Newman**



The following LAFCO policies for review of proposals are included in LAFCO's *Policies and Procedures Manual*, August 1991, and are relevant to the *Newman General Plan*:

101. Encouraging orderly formation and development of agencies:
  - 01 The sphere of influence determined by the Commission shall take into account the provision of an adequate level and range of services to each community within the county. . .
  - 02 Any proposal for a change of organization or reorganization shall contain sufficient information to determine that adequate services, facilities, and improvements can be provided and financed by the agencies responsible for the provision of such services, facilities, and improvements.
  - 03 Any proposal for a change of organization or reorganization which will result in residential development shall address the impact on public school facilities and provide upon submittal of and application, sufficient information to determine that adequate services and facilities can be provided.
- 103 Encouraging orderly urban development and preservation of open space patterns:
  - 01 The Commission encourages well planned, orderly, and compact urban development patterns for all developing areas. Also, the county, cities, and those districts providing urban services, are encouraged to develop and implement plans and policies which will provide for well-planned, orderly and compact urban development patterns, with consideration of preserving permanent open space lands within those urban patterns.
  - 02 Development of existing vacant non open space, and non-prime agricultural land within an agency's boundaries is encouraged prior to further annexation and development.
  - 03 Annexation proposals to cities or districts providing urban services of undeveloped or agricultural parcels shall show: that urban development is imminent for all or a substantial portion of the proposal area; that urban development will be contiguous with existing or proposed development; and that a planned, orderly, and compact urban development pattern will result. Proposals resulting in leap frog, non-contiguous urban development patterns shall be discouraged.
- 104 Encouraging conservation of prime agricultural lands and open space areas:
  - 01 Proposals which would conflict with the goals of maintaining the physical and economic integrity of open space lands, agricultural lands, or agricultural preserve areas in open space uses, as indicated on the city or county general plan, shall be discouraged.
  - 02 Annexation and development of existing vacant non-open space lands, and non-prime agricultural land within an agency's sphere of influence should occur prior to development outside of an existing sphere of influence.



- 03 Loss of agricultural lands should not be a primary issue for annexation where city and county general plans indicate urban development is appropriate and there is consistency with the agency's sphere of influence.

## STANISLAUS COUNTY PLANNING AND LAND USE REGULATION

### Stanislaus County General Plan

The *Stanislaus County General Plan* and *Zoning Ordinance* regulate land use in the unincorporated Newman Study Area. The *Stanislaus County General Plan* was adopted in June 1987.

The *Stanislaus County General Plan* designates all unincorporated lands in the Study Area for agricultural uses, with two exceptions. An area immediately southeast of the city, designated as Industrial Reserve in Newman's 1976 *General Plan*, is designated for industrial use under the *Stanislaus County General Plan*. Unincorporated lands within the City's existing sphere of influence are designated as Urban Transition. A description of these land use categories and applicable County zoning follows.

- The *Stanislaus County General Plan* **Agricultural** designation establishes agriculture as the primary use, but allows for low density dwelling units, limited industrial uses, and other uses which by their unique nature are not compatible with urban uses, provided they do not conflict with the primary use. The agricultural designation is also consistent with areas the *Stanislaus County General Plan* has identified as suitable for open space or recreational use and for ranchettes.

General Agriculture (A-2) zoning is found in this designation. (Formerly named "Exclusive Agriculture," the A-2 district was renamed "General Agriculture" in October 1989 to more accurately describe the inclusive A-2 regulations.) A-2 zoning can include a variety of minimum parcel sizes, from three acres in the A-2-3 zone to 160 acres in the A-2-160 zone. Most of the agricultural land in the county is zoned A-2-40, with a minimum parcel size of 40 acres. Residential density standards range from one dwelling per three acres in A-2-3 to a maximum of two dwellings per any parcel over 20 acres in the other A-2 categories.

A-2 zoning allows for a broad variety of non-agricultural uses, including cemeteries, schools, churches, and recreational facilities such as golf courses, gun clubs, race tracks, and public stables.

Planned Development (PD) zoning may also be permitted in the Agricultural designation provided the development does not exceed the established building intensity of the Agricultural designation.

The *Stanislaus County General Plan* contains the following policy concerning the protection of agricultural lands:

*Policy 14. Uses shall not be permitted to intrude into an agricultural area if they are detrimental to continued agricultural usage of the surrounding area.*

The County published a *Draft Agricultural Element* in December 1991 which was adopted in April 1992. Provisions of the *Agricultural Element* are discussed in the next section.

- The *County General Plan* **Industrial** designation provides for light or heavy industrial uses. This designation is applied in areas where public sewer and water is available or the property is adjacent

to an existing industrial area. One residential unit per parcel is permitted, only if accessory to the industrial use of the property. Maximum site coverage is 75 percent and buildings may not exceed 75 feet in height.

Limited Industrial (LM), Industrial (M), and Planned Industrial (PI) zoning are consistent with the Industrial designation. The Industrial designated land in Newman (south of Inyo Street) is zoned M.

- The **Urban Transition** designation is intended to ensure that land remains in agricultural usage until urban development consistent with a city's general plan designation is approved. Generally, urban development will only occur upon annexation to a city. Development may be permitted prior to annexation provided the development is not inconsistent with the land use designation of the general plan of the affected city.

Until Urban Transition lands within a sphere of influence are annexed, they are typically zoned General Agriculture (A-2). Planned Development (PD) zoning may also be used provided the development does not exceed the established building intensity standards. Building intensity and population density standards are the same as under the Agricultural designation.

The *Stanislaus County General Plan* contains the following policies concerning development within the unincorporated portion of a city's sphere of influence. These policies do not allow development to occur if it is inconsistent with a city's adopted general plan. These policies could, however, allow the County to approve development within Newman's sphere of influence if the proposed development is consistent with the City's *General Plan*.

*Policy 24. Non-residential development which requires discretionary approval and is within the sphere of influence of cities, other than Turlock, shall not be approved if it is inconsistent with the city's general plan land use designation....*

*Policy 25. Non-residential development which requires discretionary approval and is within the sphere of influence of a city must meet the applicable development standards of the affected city.*

*Policy 26. Rezoning of land for residential development shall not be permitted within any city's sphere of influence, other than Turlock, prior to annexation and shall never be permitted in a city's sphere of influence if it is inconsistent with the land use designation of the general plan of the affected city....*

## Agricultural Element

Stanislaus County published a *Draft Agricultural Element* to its *General Plan* in February 1990. The County subsequently revised the *Draft Agricultural Element* based on comments received on the February 1990; a second draft was published in December 1991 and adopted in April 1992.

As a primary objective, the *Agricultural Element* contains the following goal: "Goal Two: Preserve Our Agricultural Lands for Agricultural Uses." To achieve this goal, the *Agricultural Element* contains several policies and programs for the County's continued participation in the Williamson Act program. The *Agricultural Element* also includes the following policies concerning "Urbanization and the Conversion of Agricultural Land":



- 2.3. To reduce development pressures on agricultural lands, higher density development and in-filling shall be encouraged in urban and built-up areas of the County.
- 2.4. To the greatest extent possible, development shall be directed away from the County's most productive agricultural areas.
- 2.5. New areas for urban development (as opposed to expansion of existing areas) shall be limited to less productive agricultural areas.
- 2.6. Agricultural lands restricted to agricultural use shall not be assessed to pay for infrastructure needed to accommodate new development.
- 2.7. Proposed amendments to the General Plan Diagram (map) that would allow the conversion of agricultural land to non-agricultural uses shall be approved only if they are consistent with the County's conversion criteria.

Other relevant policies include those for "Expansion of Cities and Unincorporated Communities."

- 2.8. The County recognizes the right of cities and unincorporated communities to grow and prosper and shall not oppose reasonable requests to expand spheres of influence of cities or community services districts and sanitary districts serving unincorporated communities to accommodate growth.
- 2.9. In recognition that unincorporated land within spheres of influence of cities or community services districts and sanitary districts serving unincorporated communities ultimately will be urbanized, the County shall cooperate with cities and unincorporated communities in managing development in urban transition areas.
- 2.10. The County shall continue to encourage the upgrading of existing unincorporated communities.
- 2.11. The County shall discourage the expansion of spheres of influence of cities or community services districts and sanitary districts serving unincorporated communities into its most productive agricultural areas.

### **Stanislaus County Hazardous Waste Management Plan**

Under Section 25135 of the *California Health and Safety Code*, each county in California is required to prepare a countywide hazardous waste management plan which includes information about waste generation, describes existing facilities in the county, assesses the need for new and expanded facilities, analyzes potential for waste reduction, and creates programs for local hazardous waste management.

Stanislaus County is not a major hazardous waste generator; it generates approximately 12,100 tons per year, or 0.12 percent of the state's total annual hazardous waste generation of over 10 million tons.

A final draft of the *Hazardous Waste Management Plan* is presently undergoing public review. Hazardous waste management plans must be approved by a majority of the cities within the county which contain a majority of the population in the incorporated area of the county. The State Department of Health Services must give final approval to the plan before the plan becomes effective.

## Integrated Solid Waste Management Plan

In September 1989, the Governor signed the Integrated Waste Management Act of 1989. This Act establishes strict mandates for local agencies to achieve a 25 percent per year reduction in solid waste disposed of by 1995 and a 50 percent reduction by 2000. The Act abolished the California Waste Management Board and created the State Integrated Waste Management and Recycling Board. The Board's duties are to review county and city source reduction and recycling elements and to make recommendations concerning state actions needed to maintain an efficient and environmentally safe solid waste management infrastructure.

Each city is required to prepare, adopt, and submit to the county a source reduction and recycling element which includes the following components:

- Waste characterization
- Source reduction
- Recycling
- Composting
- Solid waste facility capacity
- Education and public information
- Funding
- Special waste
- Household hazardous waste

Counties are required to prepare source reduction and recycling elements for unincorporated areas.

As of early 1992, the City of Newman and Stanislaus County were in the process of preparing the *Source Reduction and Recycling Element*.

Each county must prepare and submit to the State Integrated Waste Management and Recycling Board a countywide integrated waste management plan which includes the cities' and county's source reduction and recycling elements, a countywide siting element, and a summary of significant waste management problems facing the county. Counties with less than five years remaining landfill capacity shall submit by January 1, 1992, counties with five to eight years of remaining landfill capacity by January 1, 1993, and counties with more than eight years of remaining landfill capacity (this category includes Stanislaus County) by January 1, 1994. The county and a majority of the cities within the county that contain a majority of the county's incorporated population must approve the plan. The State Board shall review integrated solid waste management plans to determine if they comply with the provisions of the Act. Based on this determination, the Board shall approve or disapprove the plan.

Each countywide integrated waste management plan must be reviewed, revised if necessary, and submitted to the State Board every five years.



## OTHER PLANS AND LAND USE REGULATIONS AFFECTING NEWMAN

### Merced County General Plan

Merced County adopted its current *General Plan* in June 1989. Merced County lies immediately south of Newman; the city shares a common land border with Merced County along the portion of the city east of Highway 33. The area of Merced County immediately south of Newman might have a bearing on the Newman *General Plan* as the portion of Merced County north of the Newman Wasteway is included within Newman's *General Plan* Study Area, and land within Merced County is designated for industrial development in the 1992 *General Plan*.

Population growth in Merced County could also affect Newman indirectly as growth in the region could have regional impacts (i.e., on traffic and regional air quality). The *Merced County General Plan* projects that countywide population will increase from 166,404 in 1987 to 238,209 in 2000, for an average annual increase of 3.4 percent.

Merced County's primary land use policy is an "urban centered concept." Under the urban centered concept, urban expansion is directed to existing cities and unincorporated communities or centers based on their ability to furnish public services, while rural areas are protected for open space and agricultural uses. The *Merced County General Plan* therefore categorizes land use into urban and rural categories. Rural areas are divided into two land use designations: Agricultural and Foothill Pasture.

The Agricultural land use designation is applied to non-urban lands on the valley floor while the Foothill Pasture designation is applied to lands on the Sierra Nevada Foothills to the east and the Diablo Range to the west. The Agricultural designation is intended to provide primarily for cultivated agriculture and related uses, while the Foothill Pasture designation is intended to allow for noncultivated agricultural practices which require larger areas of land due to soil quality, limited water availability, and steeper slopes. Other uses allowed in both designations include livestock facilities, wastewater lagoons, agricultural commercial facilities, mineral resources extraction and processing, outdoor public and private recreational facilities, and housing as an accessory use to the primary activity of the site (may include manufactured or conventional single family dwelling units or group quarters for farm laborers). The Agricultural designation allows for one home per 20 acres.

The *Merced County General Plan* designates urban land into four types of boundaries or centers. Specific Urban Development Plan (SUDP) areas allow all urban and rural land use designations and are applied to cities and unincorporated communities. The other three centers are oriented to specific types of uses. Rural Residential Centers (RRC) allow for semi-rural or suburban residential development on large lots; Highway Interchange Centers (HIC) are located along highways and provide for highway-oriented commercial uses; and Agricultural Services Centers (ASC) accommodate agricultural residential, convenience commercial, and agricultural industrial uses.

In western Merced County south of Newman, the land is generally designated for Agriculture east of the California Aqueduct and Foothill Pasture west of the aqueduct, with the exception of the city of Gustine and the community of Santa Nella, which are designated as SUDPs, and the Sullivan Road interchange at Interstate 5 at the Merced/Stanislaus County line, which is designated as a Highway Interchange Center.

## PROPOSED MAJOR REGIONAL DEVELOPMENTS

The I-5 corridor between I-5/580 and S.R. 152, generally the western San Joaquin Valley from Tracy to Los Banos, has been the focus of significant development interest during the last two years. Several "new towns" have been proposed, three in Stanislaus County, and two in San Joaquin County. In addition, major developments for existing West Side cities and unincorporated communities have been proposed. Table I-5 summarizes the major development projects proposed in the region as of February 1992. The three current new town proposals in Stanislaus County are described below. Their locations are shown in Figure I-9.

### Lakeborough

Lakeborough, formerly known as Dos Ranchos, is proposed for 4,300 acres west of the community of Crows Landing. The new town would be located immediately west of Interstate 5, bordering on the waste-to-energy plant, to ultimately accommodate a population of 30,000. The plan includes 10,000 homes, 764 acres of commercial and industrial development, 944 acres of open space, two 80-acre lakes, a regional mall, equestrian trails, an 18-hole golf course, and a nature preserve. The developers have secured water rights from the Delta-Mendota Canal by converting existing agricultural rights to domestic uses. At least one new freeway interchange is planned as part of the project. The new town is planned for construction in six phases. An environmental impact report on the project was released in May 1990.

### Diablo Grande

Diablo Grande is planned in the foothills southwest of Patterson, several miles west of Interstate 5 on Oak Flat Road. The project encompasses approximately 30,000 acres, although much of the area would remain undeveloped. Plans for the community include five golf courses, upscale condominiums, and 10-acre homesites. Other amenities would include equestrian trails and hotel and restaurant accommodations for tourists and corporate executives attending retreatlike conferences. Proponents are also considering the development of a vineyard and winery.

The project was initially proposed in 1988, but was formally reintroduced with new backers in May of 1990. Development of the project is dependent on acquiring water to serve the project. As of February 1992, the project proposal is in administrative draft form.

### Mapes Ranch

Mapes Ranch is proposed on State Route 132 at the San Joaquin River. The proposal is similar in size and scope to Lakeborough; the new town would accommodate a population of 30,000 with significant employment-generating uses. Mapes Ranch was also considered as the site for a new University of California. The state did not select it, however, as a potential new campus. No project application has been submitted to the County as of February 1992.

TABLE I-5

**PROPOSED MAJOR DEVELOPMENTS IN THE REGION  
As of February 1992**

Project Name	Location	Proposed Residential (DUs)	Proposed Commercial/ Industrial	Other Proposed Amenities	Status
<b>Western Stanislaus County</b>					
Lakeborough	West of I-5 at Fink Road, west of Crows Landing	10,000 DUS	764 acres commercial and industrial, including regional mall	Two 80-acre lakes golf course equestrian trails	Submitted application to County Draft EIR released in May 1990.
Diablo Grande	7 miles west of I-5, west of Patterson	5,000 DUS	Hotel and conference center	5 golf courses winery and vineyard	Application in process as of February 1992.
Mapes Ranch	S.R. 132 at San Joaquin River	10,000 SF DUs	1 million sf commercial 2.3 million sf industrial	Proposed new University of California site	No project application submitted to County.
Grayson Park	1 mile north of Grayson on River Rd.	719 SF DUS			Project approved.
Patterson Gateway	2 miles west of Patterson at I-5 and Sperry Avenue		38 acres highway commercial 12 acres business park		Submitted application to County.
City of Patterson	11 miles north of Newman on Highway 33	7,789 DUs	250 acres commercial/office 587 acres industrial		<i>General Plan</i> adopted in June 1992.

DUs = Dwelling Units; SF = Single-Family, MF = Multi-Family, sf = square feet

*Continued*



TABLE I-5 (Continued)

**PROPOSED MAJOR DEVELOPMENTS IN THE REGION**  
As of February 1992

Project Name	Location	Proposed Residential (DUs)	Proposed Commercial/Industrial	Other Proposed Amenities	Status
<b>Merced County</b>					
Santa Nella	I-5 and SR 33	2,496 SF DUs	230 acres commercial and industrial	322 acre VA National Cemetery; 210 space expansion of RV park	Total approved projects and projects with submitted applications
		840 SF DUs, 360 MF DUs	35 acres commercial and industrial	50 acre equestrian center	No applications submitted.
Los Banos	SR 33, SR 152, SR 165, 5 miles east of I-5	4,202 SF DUs 111 MF DUs	32 acres industrial 10 acre commercial center		
<b>San Joaquin County</b>					
Mountain House	NW of Tracy, north of I-205	10,128 DUs	130 acres commercial 85 acres office/R&D 220 acres industrial		Application submitted to County. Undergoing hearings on project.
Grupe/Sassco Development	Near Tracy, I-580 at Corral Hollow Rd.	5,447 SF DUs 3,111 MF DUs	1 million sf commercial 54 acres highway commercial 3.1 million sf commercial/ /office/industrial 3.5 million sf light industrial	235 acre golf course 20 acre equestrian center	No application submitted.
Gateway Business Park	Tracy - I-580 at Patterson Pass Rd.		185 acres warehouses 20 acres industrial		Project approved.

Sources: Stanislaus County, *Lakeborough Draft Environmental Impact Report: Specific Plan, General Plan Amendment, and Rezoning*, May 1990; Stanislaus County, *Patterson Gateway General Plan Amendment Application*, July 1990; San Joaquin County, *Mountain House New Town General Plan Amendment Application, Project Description and Environmental Assessment*, June 1990; *Patterson Irrigator*, May 1990, August 1990; *West Side Index*, August 1990.



## Other West Side Communities

Major developments have also been proposed in the city of Los Banos and in the unincorporated community of Santa Nella in Merced County. Substantial residential development and commercial development has been proposed in Santa Nella, as summarized in Table I-5. Merced County plans to prepare a Specific Plan for Santa Nella. Faced with similar growth pressures as Newman, the cities of Patterson (Stanislaus County) and Gustine (Merced County) also recently adopted new general plans which provide for additional new residential and nonresidential development. Significant residential development has been proposed in the unincorporated Stanislaus County community of Grayson.

In addition to the two new town proposals in its vicinity (Mountain House and Grupe/Sassco), the city of Tracy in San Joaquin County has also experienced major development interest.

## INSTITUTIONAL SETTING

In addition to the City of Newman, several other governmental agencies and special districts exercise some level of regulatory control over land use or provide some community service in the Newman area. Besides those regulatory agencies with direct permitting authority, several local, state, and federal agencies are involved with the permit and environmental process. These agencies, while not issuing permits, have particular areas of expertise or maintain certain review authority and may comment on various aspects of project development.

This section summarizes the responsibility and permitting authority of those agencies, commissions, and districts which have the greatest relevance to development, resources, and activities within the Study Area. Many of the community services these agencies provide and the status of the natural resources they are empowered to protect are discussed at length in subsequent chapters of this *Background Report*.

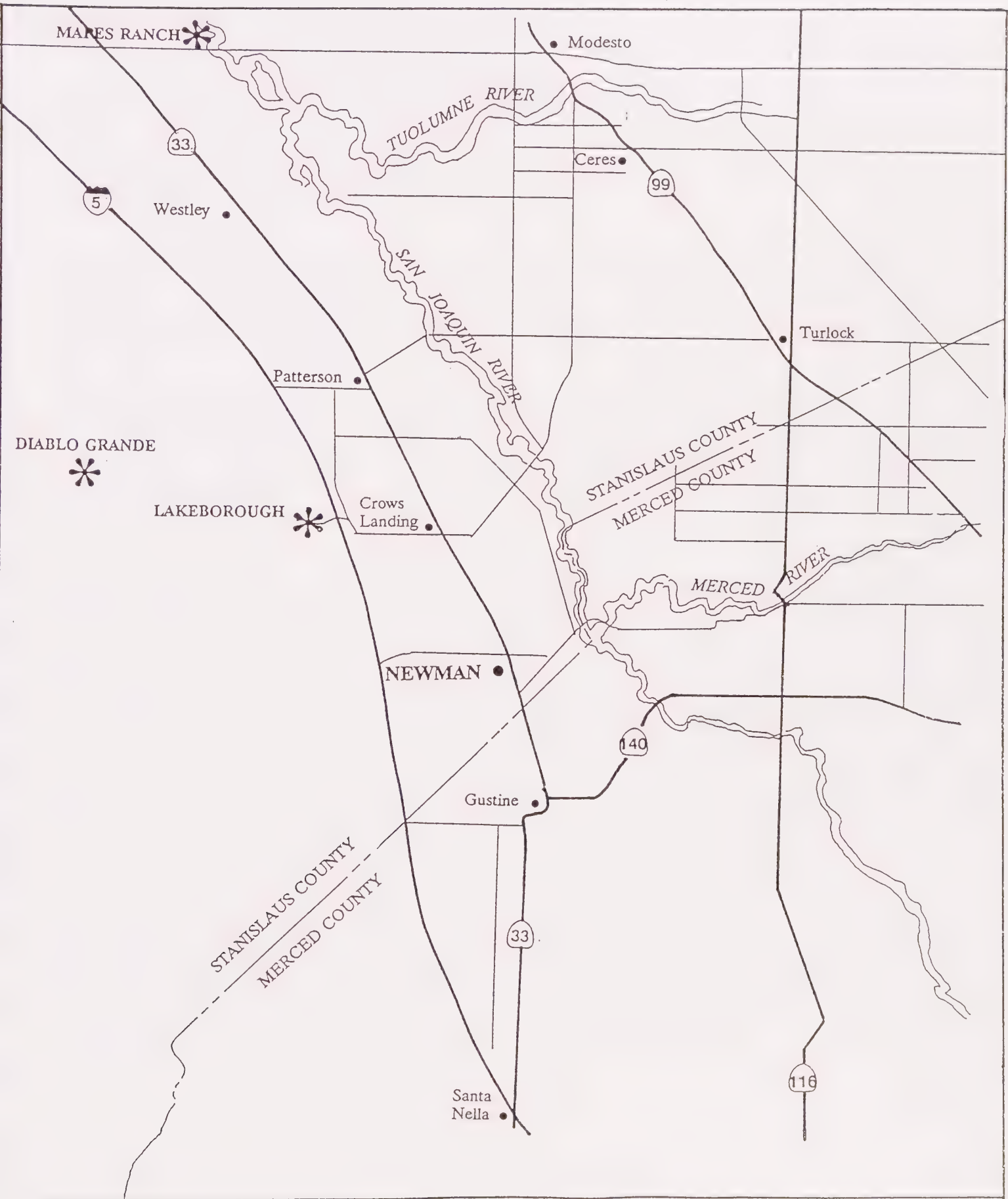
### County Agencies

County of Stanislaus: The County of Stanislaus is a political subdivision of the State of California. The County functions both as an agent of the state for certain activities and as a local government. For planning and regulating land use and development, the County must exercise its police power authority consistent with the State Planning and Zoning Law and numerous other state laws. The County's legislative body is the five-member Board of Supervisors. Board members are elected by district to staggered four-year terms. Development in unincorporated areas are subject to regulation under the *Stanislaus County General Plan, Zoning Ordinance, Subdivision Ordinance, and Building, Mechanical, and Plumbing Codes*.

Stanislaus County Air Pollution Control District (APCD): The APCD, a division of the San Joaquin Unified APCD (see discussion below) is responsible for developing an implementation plan for attainment of ambient air quality standards for key pollutants, and monitoring and regulating stationary sources of regional air pollution. The APCD is responsible for granting two types of permits which pertain to land use. The first, the Authority to Construct, is required for any proposal to construct, modify, or operate a facility or equipment that will emit pollutants from a stationary source in the atmosphere. The second, the Permit to Operate, must be obtained from the APCD to ensure compliance with requirements implemented with the Authority to Construct. The Permit to Construct includes a renewal requirement which creates an ongoing monitoring program. The current status of air quality conditions in the Study Area is discussed in Chapter VIII, "Natural Resources."

FIGURE I-9

PROPOSED NEW TOWNS





## Regional Agencies

Stanislaus County Local Agency Formation Commission (LAFCO): The authority and responsibilities of LAFCO is discussed under the "LAFCO/Sphere of Influence" section earlier in this chapter.

Stanislaus Area Association of Governments (SAAG): SAAG is a voluntary association of Stanislaus County and the nine cities in the county. SAAG is composed of the five county supervisors, three representatives of the City of Modesto, and one representative each from the cities of Ceres, Hughson, Newman, Oakdale, Patterson, Riverbank, Turlock, and Waterford. SAAG is the State-designated Metropolitan Planning Organization for transportation, the Areawide Housing Organization, and the Metropolitan Clearinghouse.

In March 1990, SAAG members voted to obtain and maintain communications with Bay Area regional organizations, including the Association of Bay Area Governments (ABAG), recognizing the significant housing growth impacts of persons who buy homes in Stanislaus County and commute to employment in the Bay Area. There has been discussion of Stanislaus County joining ABAG, which currently includes nine counties.

San Joaquin Unified Air Pollution Control District: To address regional air quality issues, the eight San Joaquin Valley counties, including Stanislaus, have formed the San Joaquin Unified Air Pollution Control District. The Unified APCD seeks to set and enforce rules and air quality plans for the entire valley, make permit processing uniform throughout the valley, and monitor the environmental impact of proposed construction throughout the valley.

## State Agencies

California Department of Fish and Game (CDFG): CDFG manages the fish and wildlife resources of the state. The Fish and Game Commission establishes policies and regulations to be implemented by the CDFG. The *California Fish and Wildlife Plan* (1986) guides the overall management, and the *Fish and Game Code* is the regulatory guide. The CDFG has authority over two permitting processes. Streambed alteration permits are required for projects which alter the flow of any lake, stream or river in the state. Suction dredging permits are required for projects involving suction or vacuum dredging activities in state waterways. CDFG reviews projects and comments on potential impacts to fish and wildlife resources in general, and identifies potential impacts to endangered or threatened plant or animal species under the California Endangered Species Act. The Department is required to issue a written finding indicating whether a proposed project would "jeopardize" the continued existence of any endangered or threatened species, or result in the destruction or adverse modification of habitat essential to the continued existence of the species. If the Department makes this "jeopardy" finding, it is then required to develop "reasonable and prudent alternatives" to conserve the endangered or threatened species.

Department of Water Resources (DWR): DWR has a wide range of functions, including formulation of coordinated plans for the control, conservation, protection, and use of state water resources. DWR collects information on the quality and quantity of surface and groundwater resources. DWR is guided by the State Water Plan and utilizes the regional water quality control boards to carry out many functions. Water development plans prepared by others are reviewed by DWR. The State Water Project that delivers water via the California Aqueduct is operated by DWR.



State Water Resources Control Board (SWRCB): The SWRCB has two primary responsibilities: administration of water rights and control of water quality. Together with the nine regional water quality control boards (see discussion below), SWRCB regulates California's water resources and has responsibility for water rights and pollution control. The SWRCB directs regional boards to plan and enforce water quality standards within their boundaries.

Central Valley Regional Water Quality Control Board (CVRWQCB): This agency is one of nine subunits of the State Water Resources Control Board and is responsible for evaluating and establishing discharge requirements to protect water quality in the Central Valley. Specifically, the CVRWQCB has issued permits for discharge to the San Joaquin River, including the City of Newman's wastewater treatment plant.

California Department of Forestry and Fire Protection (CDF): CDF is responsible for regulation of forest practices on private land within the state and for fire prevention and suppression activities in "State responsibility areas." CDF provides fuel management programs to reduce wildfire severity, thereby reducing subsequent erosion. CDF has a station west of Patterson on Sperry Avenue.

California Department of Transportation (Caltrans): Caltrans is responsible for the maintenance and administration of the California highway system, including Interstate 5 and State Highway 33. Caltrans has authority over all state highways and freeway rights-of-way, including easements and undeveloped rights-of-way which have been acquired in anticipation of future construction. Any project which proposes to construct a road connection or perform earthwork within a State highway or freeway must obtain an encroachment permit from Caltrans.

California Public Utilities Commission (CPUC): The CPUC is an independent state commission that regulates the service and rates of privately-owned water, sewer, gas, electric, telephone, and transportation utilities and/or companies. The CPUC regulates the routing, design, construction, and operation of intrastate transmission lines and pipelines.

Integrated Waste Management and Recycling Board (IWMRB): The IWMRB was created in 1989, and replaced the California Waste Management Board as the state regulatory body for solid waste. The IWMRB's duties are to review county and city source reduction and recycling elements and to make recommendations concerning state actions needed to maintain and efficient and environmentally safe solid waste management infrastructure.

Department of Health Services (DHS): The DHS regulates hazardous wastes through its Toxic Substances Control Division. The DHS classifies wastes according to their toxicity, and regulates the disposal of hazardous wastes. The DHS also licenses and inspects hazardous waste disposal facilities, reviews and certifies County Hazardous Waste Management Plans, and administers the State Superfund for the cleanup of toxic waste sites.

California Air Resources Board (CARB): The CARB has responsibility to control air pollutant emissions and to improve air quality throughout the state. Much of this planning responsibility is delegated to local air pollution control districts. The CARB sets motor vehicle emission standards, oversees the activities of local air quality agencies, and is responsible for administering the California Clean Air Act.

California Department of Parks and Recreation (CDPR): The CDPR reviews development projects in relation to State recreation facilities. The State Office of Historic Preservation within the CDPR is the designated State Historic Preservation Office (SHPO) and monitors state and federal registered historical resources.

California Native American Heritage Commission (CNAHC): The CNAHC reviews projects and comments on potential impacts to Native American archeological resources. The Commission is directly involved with a procedure if Native American artifacts or remains are discovered during construction activities.

## **Federal Agencies**

U.S. Geological Survey (USGS): The Water Resources Division of USGS provides information on quantity, quality, availability, and movement of the surface and underground water resources of the nation. This information is published yearly in four volumes for California.

Soil Conservation Service (SCS): SCS develops land use capability information through the National Cooperative Soil Survey. This program uses standardized criteria to classify and map soils and provides the information to planners and landowners. SCS also provides management guidance to landowners through a conservation planning program to improve productivity primarily through erosion control methods. SCS works closely with the Agricultural Stabilization and Conservation Service (ASCS) to provide documentation and planning assistance to qualify landowners for ASCS cost-share funding for projects.

Environmental Protection Agency (EPA): EPA is an independent federal agency that coordinates governmental action to protect the environment by abating and controlling pollution on a systematic basis. The EPA administers the Federal Clean Air Act and administers national programs on water pollution control. The State Water Resources Control Board (SWRCB) is the state agency responsible for disbursing funding and applying EPA water quality rules. The EPA regulates hazardous waste injection wells, sets standards for land disposal of hazardous wastes, and administers the federal Superfund to clean up toxic waste sites.

Federal Emergency Management Agency (FEMA): FEMA is responsible for coordinating all federal emergency preparedness, mitigation, and response activities, including hazard mitigation, preparedness planning, relief operations, and recovery assistance. Flooding is one of the agency's main concerns. FEMA has conducted a flood hazard study for Newman, Stanislaus County, and Merced County to determine the 100-year floodplain and develop flood insurance rate maps. (See discussion in Chapter IX, Health and Safety).

United States Fish and Wildlife Service (USFWS): USFWS is responsible for management and protection of threatened and endangered species, migratory birds, certain marine mammals, and inland sport fisheries. Under authority of the Fish and Wildlife Coordination Act of 1936, USFWS staff reviews and comments on projects that could impact wildlife or fish populations in a project area.

U.S. Army Corps of Engineers: The Corps undertakes water supply and flood control projects, and issues permits for construction along rivers, beaches, and lakes through Section 404 of the Clean Water Act. The Corps must also approve wetlands conversions in cooperation with the EPA.



U.S. Bureau of Reclamation (USBR): The USBR maintains authority over federal water project facilities, including federal flood control project levees and reviews development projects for potential effects to these facilities. The USBR also administers the Central Valley Project, and has authority over the Delta-Mendota Canal.

### Special Districts

Central California Irrigation District (CCID): The CCID is a special district which provides irrigation water to lands in Fresno, Merced, and Stanislaus Counties. In addition, the CCID sells water wholesale to the city of Dos Palos in Merced County. The district covers approximately 225 square miles, of which about 30 square miles are in Stanislaus County. The primary source of CCID water is the Delta-Mendota Canal, although the CCID also has rights to water from the San Joaquin River. Water is conveyed to landowners in the district via a series of district-owned and privately-owned canals. The CCID formed in 1951, taking over the operations of the privately-owned San Joaquin Canal Company. CCID is governed by a five-member board of directors who are elected by precinct by landowners within the district.

Newman-Crows Landing Unified School District (NCLUSD): The NCLUSD provides public K-12 education services to the southern portion of western Stanislaus County, including Newman, Crows Landing and all of the area generally south of Marshall Road.

School districts are subject to special legal requirements relating to city or county land use regulation. Under State law (*Government Code* §53094), school facilities must be constructed according to the provisions of the applicable city or county zoning ordinance, unless a vote by two-thirds of the school board renders the zoning inapplicable, except when the use of the property by the school district is for nonclassroom buildings, including warehouses, administrative buildings, automotive storage, and repair buildings.

Local governments are also subject to specific requirements concerning the impacts of development projects on school overcrowding. Under *California Government Code* Section 65972, a city or county shall not rezone property to a residential use, grant a discretionary permit for residential use, or approve a tentative subdivision map for residential purposes within an attendance area where it has been determined that conditions of schools overcrowding exist, unless the city or county makes specific findings that there are benefits of the project which override the concern for school overcrowding.

Conversely, however, *California Government Code* Section 65996 states that "No public agency shall . . . deny approval of a project on the basis of the adequacy of school facilities." A 1988 appellate court decision, *Mira Development Corp. v. San Diego*, clarified the extent of this provision of State law. The court concluded that Section 65996 applied only to adjudicatory decisions (e.g., subdivision approvals, variances, conditional use permits) and not to legislative acts (e.g., rezonings, general plan amendments). This issue will probably be further clarified by the courts and possibly amended through new legislation.

West Stanislaus Resource Conservation District (WSRCD): The WSRCD is a special district which serves virtually all of western Stanislaus County. Resource conservation districts work in cooperation with landowners to reduce soil erosion and sedimentation, to conserve water and improve water quality, and to manage and enhance land and other natural resources. This is done with the technical assistance of the U.S. Soil Conservation Service. RCDs administer state and federal grants to install conservation facilities and practices, watershed improvements, or for projects that improve irrigation and water quality and reduce erosion.

West Stanislaus Fire District (WSFD): The WSFD provides fire protection services to all land within the district and through response with other agencies. The WSFD includes all of western Stanislaus County with the exception of the incorporated cities of Newman and Patterson, which have their own municipal fire departments. While the WSFD does not include the two cities, the three entities basically function as a single department. Apparatus is separately owned by each entity, but personnel are interchangeable.

West Side Community Hospital District (WSCHD): The West Side Community Hospital District includes the southern part of western Stanislaus County and the northern portion of western Merced County, including the cities of Newman and Gustine. West Side Community Hospital is located along Highway 33 in Merced County between the two cities. Public hospital districts are intended to provide hospital facilities in areas needing them where it was not economically feasible for other institutions to provide hospital service. Hospital districts have taxing powers, authority to issue general obligation bonds, and authority to receive federal hospital construction grants.



## FINDINGS

- The 1976 *General Plan* was the official development guide for the City of Newman for 16 years.
- The City's sphere of influence was adopted in 1984 and amended in 1986. Approximately 415 acres in Newman's sphere of influence have not been annexed to the city as of August 1992.
- Over two-thirds of the land in the city is zoned for some kind of residential use, primarily for single family dwellings. Industrial zoning constitutes about 14 percent and commercial zoning another 8 percent. A comparison of the City's zoning map with the 1976 *General Plan* map reveals no notable inconsistencies between them.
- As of July 1990, over 40 percent of the land in the city was developed with residential uses. Another 22 percent of land within the city limits had been approved for residential development and was either under construction or was recently annexed and had received tentative map approval. 14 percent of the land was dedicated to institutional uses, 8 percent industrial, 2 percent commercial, 8 percent vacant, and 3 percent was in agricultural production. Over 95 percent of unincorporated Study Area is devoted to agricultural uses.
- Existing land use is generally consistent with the underlying general plan and zoning, with a few exceptions. The area surrounding the city park is zoned and designated for high density residential uses but is generally developed with single family homes. Much of the industrially-zoned land east of Highway 33 and north of the Merced County line is being used for agricultural production.
- The *Stanislaus County General Plan* provides for agricultural uses throughout almost all of the unincorporated portion of the Study Area, except that designated for industrial uses in the City's *General Plan*. The *Merced County General Plan* also designates land within the unincorporated Study Area for agricultural uses.
- The I-5 corridor between I-5/580 and S.R. 152, generally the western San Joaquin Valley from Tracy to Los Banos has been the focus of substantial development interest during the last two years. Several "new towns" have been proposed, three in western Stanislaus County and two in San Joaquin County. In addition, major developments for existing West Side cities and unincorporated communities have been proposed.

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## CHAPTER II

### HOUSING



## **CHAPTER II**

### **HOUSING**

#### **INTRODUCTION**

Under the requirements of state law, every city and county in California must prepare a housing element as part of its general plan. The housing element must document in detail the existing housing stock and existing and projected housing needs. Responding to these requirements, this chapter profiles Newman's existing housing, assesses existing and projected needs, analyzes resources available to meet these needs, and reviews governmental and non-governmental constraints on the production of affordable housing. Appendix B to this report summarizes special state housing requirements.

#### **HOUSING STOCK**

##### **Housing Stock Growth and Composition**

Between 1980 and 1990, according to the U.S. Census, the number of housing units in Newman increased by 44.9 percent, from 1,049 units to 1,520 units. As Table II-1 shows, Newman's annual housing growth rate fluctuated during the 1980s. Newman experienced two periods of significant housing growth: during the early 1980s, with a peak between 1981 and 1982, and recently, from 1989 to 1990, when the housing stock increased by over 16 percent. Since then, the housing stock growth rate has grown at a slower rate, with 1,645 housing units as of January 1, 1992. The recent increase is attributable primarily to residential demand created by commuters to San Francisco Bay Area employment centers.

Table II-1 and Figure II-1 show annual housing growth in Newman from 1980 to 1992 and compare Newman's annual housing stock growth to Stanislaus County's and California's. As Table II-1 shows, Newman's average annual housing stock growth exceeded the rates for Stanislaus County and California in the 1980s and through 1992.



TABLE II-1

**ANNUAL HOUSING GROWTH RATES**  
**Newman, Stanislaus County, and California**  
**1980 to 1992**

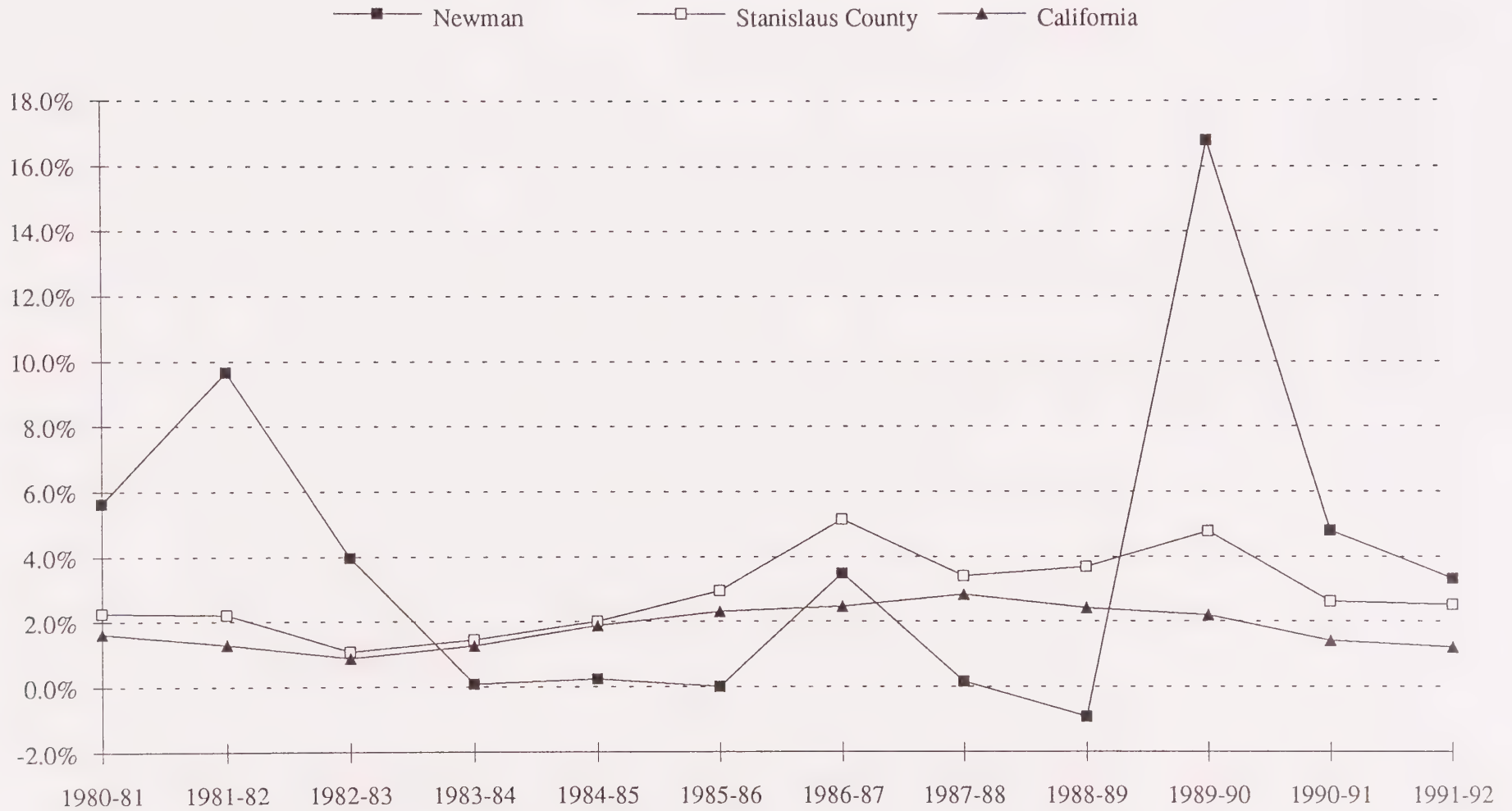
Year	Newman		Stanislaus Co.		California	
	DUs	% Change	DUs	% Change	DUs	% Change
1980	1,049	-	102,472	-	9,279,339	-
1981	1,112	6.0%	104,789	2.3%	9,429,595	1.6%
1982	1,223	10.0%	107,106	2.2%	9,550,249	1.3%
1983	1,275	4.3%	108,255	1.1%	9,632,790	0.9%
1984	1,281	0.5%	109,812	1.4%	9,753,180	1.2%
1985	1,288	0.5%	112,010	2.0%	9,935,299	1.9%
1986	1,292	0.3%	115,308	2.9%	10,164,677	2.3%
1987	1,299	0.5%	121,234	5.1%	10,414,425	2.5%
1988	1,305	0.5%	125,349	3.4%	10,708,254	2.8%
1989	1,339	2.6%	129,955	3.7%	10,966,024	2.4%
1990	1,478	10.4%	132,027	4.8%	11,182,882	2.0%
1991	1,593	7.8%	135,465	2.6%	11,339,636	1.4%
1992	1,645	3.3%	138,837	2.5%	11,471,408	1.2%
Increase, 1980-90		44.9%		28.8%		20.5%

DUs = Dwelling Units

Sources: U.S. Bureau of the Census, 1980 and 1990; California Department of Finance, 1981-1992

FIGURE II-1

ANNUAL HOUSING GROWTH RATES  
Newman, Stanislaus County, and California  
1980 to 1992



Sources: U.S. Census Bureau, California Department of Finance



Newman's housing stock has historically been composed primarily of single-family homes. As of January 1992, single-family units accounted for 85.2 percent of the total units, with the remaining units distributed among multi-family units (13.5 percent), and mobilehomes (1.3 percent). Table II-2 shows Newman's housing stock and composition from 1980 to 1992.

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**TABLE II-2**  
**NUMBER AND TYPE OF DWELLING UNITS**  
**City of Newman**  
**1980 to 1992**

<b>Year</b>	<b>Total</b>	<b>Single Family</b>	<b>% of Total</b>	<b>Multi- Family</b>	<b>% of Total</b>	<b>Mobile- homes</b>	<b>% of Total</b>
1980	1,049	907	86.5%	122	11.6%	20	1.9%
1981	1,112	964	86.7%	128	11.5%	20	1.8%
1982	1,223	1,016	83.1%	188	15.4%	19	1.6%
1983	1,275	1,061	83.2%	195	15.3%	19	1.5%
1984	1,281	1,063	83.0%	200	15.6%	18	1.4%
1985	1,288	1,068	82.9%	201	15.6%	19	1.5%
1986	1,292	1,069	82.7%	204	15.8%	19	1.5%
1987	1,299	1,075	82.8%	206	15.9%	18	1.4%
1988	1,305	1,080	82.8%	207	15.9%	18	1.4%
1989	1,339	1,107	82.7%	210	15.7%	22	1.6%
1990	1,520	1,285	84.5%	214	14.1%	21	1.6%
1991	1,593	1,350	84.7%	222	13.4%	21	1.3%
1992	1,645	1,402	85.2%	222	13.5%	21	1.3%

Source: U.S. Census Bureau, 1980 and 1990; California Department of Finance, 1981-1992

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As Table II-2 indicates, Newman's housing stock has not changed substantially in terms of composition since 1980.

The land use survey conducted in July 1990 by J. Laurence Mintier & Associates also estimated the number of housing units in the city. The survey, which tabulated housing unit totals according to slightly different categories, tallied 42 more units in Newman than the 1990 Census estimates shown in Table II-1 and II-2. This can be attributed in part to housing development which occurred during the four months from April 1, 1990, (Census date) to July 1990 when the land use survey was conducted. Discrepancies between DOF's estimates and the land use survey's estimates of multi-family units can be explained in part to differences in classification of condominium units. Table II-3 summarizes the survey results.



**TABLE II-3**  
**LAND USE SURVEY DWELLING UNIT ESTIMATES**  
**City of Newman**  
**July 1990**

Category	No. of Units	% of Units
City Limits:		
Single-Family	1,337	85.6%
Multi-Family, 2 to 4 Units	36	2.3%
Multi-Family, 5 or More Units	152	9.7%
Mobilehomes	20	1.3%
Other <sup>1</sup>	17	1.1%
<b>Total for City</b>	<b>1,562</b>	<b>100.0%</b>
Unincorporated Study Area	193	
<b>Total, Entire Study Area</b>	<b>1,755</b>	

<sup>1</sup> Units located on parcels on which the primary use is non-residential

Source: J. Laurence Mintier & Associates, City of Newman Land Use Inventory, July 1990

As Table II-3 shows, the land use inventory estimated that there were 193 dwelling units in the unincorporated Study Area.

Table II-4 compares Newman's population, household, and housing stock growth between 1980 and 1992. As the table indicates, total growth in the number of housing units in Newman has roughly paralleled population growth over the twelve-year period, although housing lagged slightly behind population growth during the late 1980s.

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**TABLE II-4**  
**POPULATION, HOUSEHOLDS, AND HOUSING UNIT GROWTH**  
**City of Newman**  
**1980 to 1992**

Year	POPULATION		HOUSEHOLDS		HOUSING UNITS	
	No.	Annual Change	No.	Annual Change	No.	Annual Change
1980*	2,785	-	1,007	-	1,049	-
1981	2,893	3.9%	1,042	3.5%	1,112	6.0%
1982	3,125	8.0%	1,118	7.3%	1,223	10.0%
1983	3,319	6.2%	1,166	4.3%	1,275	4.3%
1984	3,392	2.2%	1,178	1.0%	1,281	0.5%
1985	3,409	0.5%	1,165	-0.1%	1,288	0.5%
1986	3,409	0.0%	1,159	-0.1%	1,292	0.3%
1987	3,430	0.6%	1,150	-0.1%	1,299	0.5%
1988	3,438	0.2%	1,138	-1.0%	1,305	0.5%
1989	3,518	2.3%	1,154	1.4%	1,339	2.6%
1990*	4,151	18.0%	1,310	13.5%	1,478	10.4%
1991	4,389	5.7%	1,412	7.8%	1,593	7.8%
1992	4,599	4.8%	1,456	3.1%	1,645	3.3%
Increase, 1980-1990		49.0%		33.5%		44.9%

\*1980 and 1990 Census data are for April 1, 1980, and April 1, 1990; DOF estimates indicate January 1st of each year

Sources: U.S. Bureau of the Census, 1980 and 1990; California Department of Finance, 1981-1992

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## Housing Tenure

Tenure refers to the distinction between owner and renter households or housing units. Table II-5 shows how Newman's housing units were distributed between rental and ownership units in 1990, the most recent date for which such information is available. It should be noted that the numbers in the table reflect occupied units only, and do not account for vacant units which may be for rent or sale.

TABLE II-5

**HOUSING TENURE**  
**Newman, Stanislaus County, and California**  
**1990**

	Occupied Rentals	% of Total	Occupied Ownership	% of Total
Newman	442	32.9%	902	67.1%
Stanislaus County	49,246	39.3%	76,129	60.7%
California	4,606,307	44.4%	5,774,899	55.6%

Source: U.S. Bureau of the Census, 1990

As Table II-5 indicates, in 1990, Newman's renter/owner mix was slightly different than that of Stanislaus County's. Newman had a higher percentage of owner-occupied units than the county and the state.

Table II-6 shows tenure and occupancy by type of unit in 1990, and indicates the percentage of units renter-occupied and owner-occupied.

**TABLE II-6**  
**TENURE AND OCCUPANCY BY UNIT TYPE**  
**City of Newman**  
**1990**

Unit Type	Total Units	Total Occupied	Vacant Seasonal Units	% of Units Renter-Occupied	% of Units Owner-Occupied
SF Detached	1,250	1,084	166	20.0%	80.0%
SF Attached	51	51	--	82.4%	17.6%
Duplex	5	5	--	100.0%	--
Triplex/Fourplex	83	79	4	100.0%	--
MF, 5 or more units	84	84	--	100.0%	--
Mobilehome	15	15	--	--	100.0%

Source: U.S. Census Bureau, 1990

Tenure was also considered in the City's 1990 Housing Condition Survey (discussed under the section on "Housing Condition and Age." The tenure of the housing units surveyed (owner-occupied versus rental) was determined based on Stanislaus County Assessor's records. Parcels which received a homeowner's property tax exemption were assumed to be owner-occupied, while all others were assumed to be renter-occupied. All second units and multi-family units were assumed to be renter-occupied.

Based on the Assessor's records, 444 (69 percent) of the 643 single family primary units were owner-occupied. Of the 160 units classified as requiring at least minor rehabilitation, only 58 percent (93 units) were owner-occupied; the remaining 42 percent (67 units) were assumed to be renter-occupied. All 14 of the second units in need of rehabilitation were assumed to be renter-occupied. Of the six duplex units in need of rehabilitation, one duplex unit was owner-occupied; the remaining five units were renter-occupied.

### Vacancy Rates

The vacancy rate is both an indicator of unused housing stock and a measure of consumer opportunity for mobility and choice in living accommodations. The gross vacancy rate as tabulated by the Census is a measure of vacant year-round units as a percentage of the total stock of year-round housing units.

According to the 1990 Census, 176 of the 1,344 year-round housing units were vacant, a net rate of 13.1 percent. Of the 176 vacant units, 124 were for sale (72.2 percent), 16 were for rent (9.1 percent), and 33 were neither for sale nor rent (18.8 percent). Vacancy rates are typically highest for rental units.



The Census excluded units open to the elements or condemned, as well as units used entirely for non-residential uses; this explains the discrepancy between the unit total used for calculation of vacancy and the 1990 total listed in Tables II-1 and II-2.

The California Department of Finance (DOF) annually estimates gross vacancy rates for all cities and counties in the state. Table II-7 summarizes vacancy rates for Newman and Stanislaus County for the years 1980 to 1992. While it would be useful to know how current vacancy rates vary by unit type, tenure, and cost, this information is not readily available. According to the local Post Office, in May of 1990, 10 single family homes, 1 mobilehome, and 5 apartment units were vacant. The single family total excludes newly-constructed units which were completed but not occupied.

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**TABLE II-7**  
**VACANCY RATES**  
**Newman and Stanislaus County**  
**1980 to 1992**

Year	Newman	Stanislaus County
1980	4.00%	7.61%
1981	6.29%	7.62%
1982	8.59%	7.60%
1983	8.55%	7.54%
1984	8.04%	6.90%
1985	9.55%	6.53%
1986	10.29%	5.21%
1987	11.47%	5.30%
1988	12.80%	6.32%
1989	13.82%	5.40%
1990	11.58%	5.04%
1991	11.36%	5.42%
1992	11.49%	5.28%

Source: California Department of Finance

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The percentage of vacant units provides a quantifiable measure of supply and demand. A rule of thumb provided by the California Department of Housing and Community Development (HCD), is that an overall vacancy rate of 4.0 to 5.0 percent in urban areas indicates a market reasonably well balanced between supply and demand. In areas where there is a significant number of second homes or seasonal units there should be a higher vacancy rate; in Newman there are not a significant number of seasonal units available. As Table II-7 shows, Newman's vacancy rate increased steadily after 1985, peaking at over 13 percent in 1989, and staying at about 11 percent in 1990 through 1992. Newman's high vacancy rate indicates that the supply of housing has outpaced the demand as a result of the new housing development.

## Overcrowding

An overcrowded housing unit is defined as one in which more than one person per room (excluding bathrooms and kitchens) reside. According to the 1990 Census, 16.8 percent of Newman's occupied housing units were overcrowded. This was higher than either the countywide rate of 10.6 percent and the statewide rate of 12.3 percent.

While there are not available statistics that report overcrowding by type of housing for Newman, statewide data suggest that renters are disproportionately affected by overcrowding. The 1987 *California Statewide Housing Plan (Phase I)* reported that "a majority (57.5 percent) of all households with six or more members were overcrowded. Although most large households are owners, two-thirds of overcrowded households were rented." Furthermore, a far smaller percent of rental units than of owner-occupied units have six or more rooms. The report estimates that "only 12 percent of the very large renter households have successfully competed for the large units." The profile of overcrowding is probably much the same in Newman as it is statewide.

## Population Per Household

The California Department of Finance provides annual estimates of population per household for all cities and counties in the state. Table II-8 shows DOF's estimates for Newman and Stanislaus County for the years 1980 through 1992. As Table II-8 indicates, Newman's household size has increased moderately through the decade, and consistently has been slightly higher than the countywide average.

**TABLE II-8**  
**POPULATION PER HOUSEHOLD**  
**Newman and Stanislaus County**  
**1980 to 1992**

<b>Year</b>	<b>Newman</b>	<b>Stanislaus County</b>
1980	2.700	2.775
1981	2.719	2.783
1982	2.748	2.802
1983	2.806	2.851
1984	2.845	2.868
1985	2.898	2.877
1986	2.919	2.850
1987	2.966	2.859
1988	3.010	2.878
1989	3.045	2.880
1990	3.089	2.909
1991	3.108	2.914
1992	3.159	2.945

Source: California Department of Finance

### Housing Condition and Age

In large part, housing conditions are a function of the age of the units. It is likely that many of Newman's housing units are in need of at least some minor rehabilitation, if only because of the age of the units. In 1990, 533 (35.1 percent) of the city's housing units had been constructed before 1960 (see Table II-9). By comparison, the respective county and statewide percentages were 30.0 and 37.0. The difference in the percentage of units constructed before 1940 was more pronounced. In 1990, 16.0 percent of the units in Newman had been built before 1940, while only 8.0 percent countywide and 10.7 percent statewide were that old.

The city's older units are concentrated in its original neighborhoods; generally the area bounded by Inyo Avenue on the south, West Avenue on the west, Yolo Street on the north, and L Street on the east, although there are some areas outside these boundaries which contain housing which could benefit from rehabilitation. Many of the older units in the city were constructed according to building standards less exacting than today, and as a result, remain with substandard electrical wiring, plumbing, and foundations.

**TABLE II-9**  
**HOUSING STOCK AGE**  
**Newman**  
**1990**

<b>Year Constructed</b>	<b>Newman</b>	<b>Stanislaus County</b>	<b>California</b>
Before 1940	243 (16.0%)	10,527 (8.0%)	1,193,901 (10.7%)
1940-1949	126 (8.3%)	12,400 (9.4%)	1,017,342 (9.1%)
1950-1959	164 (10.8%)	16,736 (12.7%)	1,931,706 (17.3%)
1960-1969	254 (16.7%)	19,439 (14.7%)	2,059,742 (18.4%)
1970-1979	225 (14.8%)	32,852 (24.8%)	2,424,359 (21.7%)
1980-1989	508 (33.4%)	40,073 (30.4%)	2,555,832 (22.9%)
<b>Total Units</b>	<b>1,520</b>	<b>132,027</b>	<b>11,182,882</b>

Source: U.S. Bureau of the Census, Summary Tape File 3 (STF 3), 1990

### Housing Condition Survey

In July 1990, the City of Newman received a Planning and Technical Assistance grant from the California Department of Housing and Community Development (HCD) to conduct a housing conditions survey. The objectives of the survey were to assess the condition of Newman's housing stock, identify units in the city in need of rehabilitation, and to identify potential rehabilitation resources as a basis for future City rehabilitation efforts.

In March 1991, the consultant's conducted a windshield survey of the entire city of Newman. Based on this windshield survey, the City and its consultants identified areas for more focused survey work. This more focused housing condition survey included all residential structures in neighborhoods developed before 1975 and selected units built after 1975. This included the area generally bounded by a block north of Yolo Street on the north, Upper Road on the west, Patchett Drive on the south, and Highway 33/"N" Street on the east. Also included in the survey area east of Highway 33/"N" Street was the neighborhood between Driskell Road and Merced Street. Figure II-2 depicts the total survey area and the focused survey area.

The housing condition survey was conducted by experienced building inspectors through a walking tour and exterior inspection of every dwelling unit within the focused survey area, based on methodology recommended by the California Department of Housing and Community Development (HCD). Housing conditions were analyzed based on the assessment of five criteria: foundation, windows, roofing, siding, and doors. Each unit was given a point rating based on the condition of each of these criteria, then the points were combined to provide an overall rating of the condition of the units. The units were classified into five categories, as follows:



<b>Sound</b>	Needs no rehabilitation
<b>Minor</b>	In need of minor rehabilitation
<b>Moderate</b>	In need of moderate rehabilitation
<b>Substantial</b>	In need of substantial rehabilitation
<b>Dilapidated</b>	May require demolition and replacement

Table II-10 summarizes the results of the housing condition survey by type of housing unit. Each unit's condition was classified as sound, minor, moderate, substantial, or dilapidated.

TABLE II-10

**HOUSING CONDITIONS**  
**(By Number of Units)**  
**April 1991**

<b>Condition</b>	<b>Single Family Primary Unit</b>	<b>Single Family Second Unit</b>	<b>Duplex/ Triplex/ Fourplex</b>	<b>Multi- Family</b>	<b>Total</b>
Sound	483	16	21	96	624
Minor	92	2	2	0	96
Moderate	53	6	4	0	65
Substantial	10	4	0	0	14
Dilapidated	5	2	0	0	7
<b>Total</b>	<b>643</b>	<b>32</b>	<b>27</b>	<b>96</b>	<b>808</b>

Source: *City of Newman Affordable Housing Study*, January 1992

As Table II-10 indicates, of the 808 total units, 624 (77 percent) were classified as in sound condition. A total of 96 units (12 percent) were classified as in need of minor rehabilitation; 65 (8 percent) were classified as in need of moderate rehabilitation; 14 (2 percent) were classified as in need of substantial rehabilitation; and 7 units (1 percent) were classified as dilapidated.

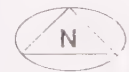
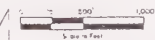
Single family dwellings are the predominant type of housing unit in Newman and also showed the greatest need for rehabilitation, both in total numbers and proportion. One quarter of the primary single family units surveyed were classified as in need of at least minor rehabilitation. Approximately 10 percent of the total primary single family units were classified as in need of moderate or substantial rehabilitation, although less than one percent were classified as dilapidated.

Second units demonstrated an even higher proportion of rehabilitation need. Approximately 44 percent of the second units surveyed were classified as in need of at least minor rehabilitation (includes minor, moderate, substantial, and dilapidated). Over 31 percent were classified as moderate or substantial, and 6 percent as dilapidated.

**FIGURE II-2**  
**HOUSING CONDITION**  
**SURVEY AREA**

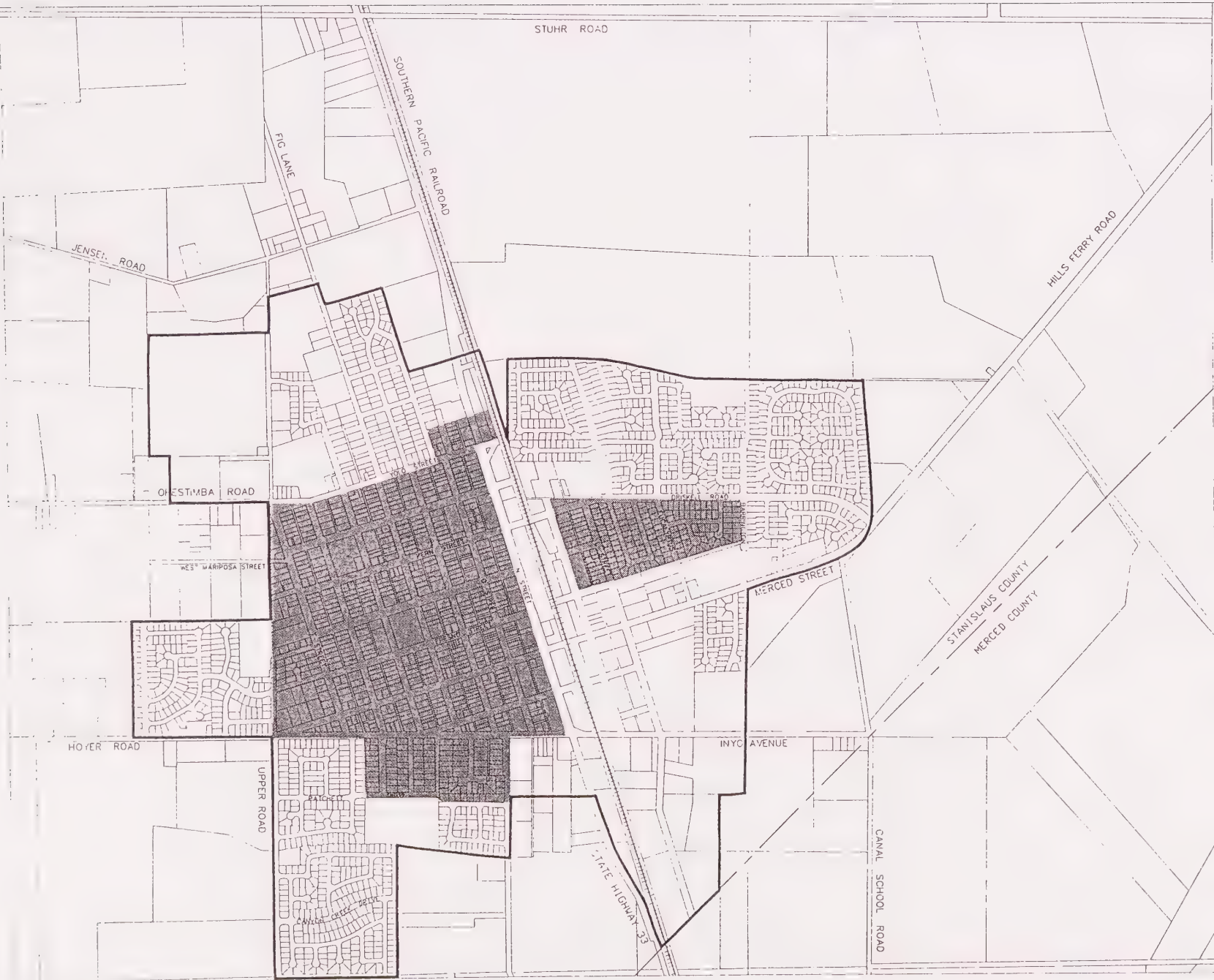
— Boundary of Survey Area

■ Focused Survey Area



Map prepared by Lew Guzik, Davis, June 1990

**City of**  
**Newman**





Only three duplex structures (a total of 6 units) needed minor rehabilitation and no multi-family units needed even minor rehabilitation.

As would be expected, the units in need of the greatest rehabilitation are concentrated in the historic neighborhoods, with many units built in the 1940s and earlier. This includes the blocks along Tulare, Fresno, Merced, and Inyo Avenue, and along P, Q, and R Streets. The block south of Inyo Avenue along Pine Circle also includes a concentration of units in need of moderate or substantial rehabilitation.

Areas containing concentrations of units in need of minor rehabilitation include south of Inyo Avenue to Patchett, west of T Street to Upper Road, south of Yolo to Mariposa Street, and south of Driskell Road on the east side of Newman. It should be noted that in most blocks, housing conditions vary greatly. While blocks are identified as containing units in need of rehabilitation, there are many sound units located within these blocks also.

## Housing Costs

The cost of housing has become an increasingly critical issue in California. Since the late 1970s, the statewide housing market has experienced dramatic price increases. Many housing markets in California (particularly in the Bay Area and Southern California) have seen rapid inflation of housing costs because of increasingly limited supplies of land suitable (or available) for residential development. Because of the vast amount of undeveloped land available in the Central Valley, housing has remained relatively inexpensive in Valley communities compared to the larger urban areas. This has generally been the case in Newman and western Stanislaus County.

Recently, however, Newman and other West Side communities have begun to experience pressure to develop housing to accommodate Bay Area commuters who move to the area for its affordable housing and more rural lifestyle. The increased demand for housing and higher incomes of Bay Area wage-earners have led to rising housing prices in Newman. Local wages in Newman and throughout Stanislaus and Merced Counties have not increased at the same rate as housing prices, thus it is becoming increasingly difficult for locally-employed residents to afford to purchase or rent housing in Newman.

Newman is not represented by any local Board or Association of Realtors, so historic and current information on housing costs is difficult to obtain. Information was obtained through discussions with local real estate agents and brokers and by reviewing real estate advertisements in back issues of the local newspaper.

As of August 1990, sales prices of new homes in Newman ranged from approximately \$130,000 to \$190,000. Costs for older homes, which tend to be smaller and have fewer bedrooms than the new homes constructed, ranged from the high \$90,000s to the low \$120,000s, averaging between \$95,000 and \$110,000.

Historic housing costs in Newman are difficult to document for several reasons. First, no local body has accumulated housing sales information for statistical purposes. Second, given Newman's relatively small size and its stability, only a small number of homes in Newman were typically sold in Newman in a given year (excluding new construction), which does not provide a very good statistical sample. A review of asking prices for homes in Newman as advertised in the *West Side Index*, however, does provide a general indication of changes in Newman's housing market.



Housing prices saw a significant increase in Newman in late 1988 and early 1989, when the demand for housing for Bay Area commuters reached the West Side. Based on reviews of listing prices for resales from the *West Side Index*, housing costs averaged roughly \$50,000 to \$65,000 during 1986, \$55,000 to \$70,000 during 1987, \$65,000 to \$90,000 in 1988, \$80,000 to \$100,000 in 1989, and \$95,000 to \$110,000 in 1990.

### Overpayment

Overpayment is defined as paying 25 percent or more of one's income for housing. According to the California Department of Housing and Community Development's methodology for calculating overpayment, 369 of Newman's 602 lower-income (below 80 percent of county median) households were overpaying for housing in 1990. This represented 61 percent of the city's lower-income households. Of those households overpaying, 219 were renters and 150 were homeowners, representing 65 percent and 57 percent of the city's lower-income renters and owners, respectively.

Table II-11 shows the number and percent of lower-income households overpaying for housing in 1990 in Newman, Stanislaus County, and California.

**TABLE II-11**  
**OVERPAYMENT FOR HOUSING**  
**(Low-Income Households Paying More than 25 percent of Income on Housing)**  
**1990**

	Number of Low Income Households Owning	Number of Low Income Households Renting	Number of Low Income Households Overpaying (Owners)	Number of Low Income Households Overpaying (Renters)	Proportion of Low Income Owners Overpaying	Proportion of Low Income Renters Overpaying
Newman	265	337	150	219	56.8%	64.9%
Stanislaus County	16,166	31,806	8,777	25,779	54.3%	81.1%
California	1,091,703	2,629,794	574,817	2,262,122	52.7%	86.0%

Source: Mintier & Associates, U.S. Census Bureau

As Table II-11 shows, Newman had a much lower incidence of overpayment by lower-income renter households (64.9 percent) in 1990 than either the county or the state. However, Newman had a slightly higher incidence of lower-income owners overpaying (56.8 percent) than either the county or the state.

## HOUSING NEEDS

Under the state housing element requirement, housing needs are defined in three categories: existing needs, projected needs over a five-year period, and special needs. As detailed above, based on the most current information available, existing housing needs in Newman have been identified and are summarized as follows:

- Overcrowding: 226 of the city's units (1990)
- Substandard Units: 86 of the city's units (1990)
- Overpayment: 219 of Newman's lower-income renters  
150 of Newman's lower-income owners

Projected housing needs are the total additional units needed to accommodate the projected population in five years in units that are affordable, in standard condition, and not overcrowded. Projected needs, therefore, include the needs of existing residents as well as the needs of the additional households expected five years hence.

Special housing needs focus on the needs of subgroups within the population with special housing requirements. The state requires that all housing elements address the needs of the elderly, the disabled, large families, farmworkers, households headed by single mothers, and families and persons in need of emergency shelter and transitional housing.

### Newman's Fair Share of Projected Regional Needs

According to housing element law, each jurisdiction must project in its housing element the number of new housing units that need to be constructed to serve the needs of all income groups of the projected population. To assist cities and counties, the State has assigned each council of governments responsibility for determining the existing and projected housing needs for its region.

In February 1991, the Stanislaus Area Association of Governments (SAAG) published its *Housing Needs Report* for Stanislaus County and its cities, for 1990 to 1997. The projected 1990 to 1997 basic construction need defined for the county is approximately 33 percent higher than the needs projected by the California Department of Housing and Community Development (HCD) and the California Department of Finance (DOF), as there is general consensus that DOF's population projections for the county are too low and do not adequately reflect true growth trends.

Table II-12 shows SAAG's assumed housing construction needs by income category for the period from 1990 to 1997.

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**TABLE II-12**  
**ASSUMED HOUSING CONSTRUCTION NEEDS**  
**City of Newman**  
**1990 - 1997**

<b>Income Category</b>	<b>New Construction Need</b>	<b>Percent</b>
Very-low income	312	24%
Low-income	221	17%
Moderate-income	273	21%
Above-moderate income	494	38%
<b>Total</b>	<b>1,301</b>	<b>100%</b>

Source: Stanislaus Area Association of Governments, *Housing Needs Report*, February 1991

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### Special Needs

Beyond the general housing needs documented above, state law requires that the housing element include an assessment of the housing needs of special groups within the community, including those of the disabled, the elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter.

#### Disabled Persons

The term "disabled" refers to a disability (physical, mental, or sensory) which prevents or precludes a person from doing work either in or outside of the home. The number of disabled persons in a community has important implications for providing certain social services, in the removal of barriers to facilities, and in developing housing which has specialized access for disabled residents.

According to the 1990 Census, 188 of Newman's residents aged 16 to 64 had work disabilities. This represented 12.4 percent of the work force. A person with a work disability may have a health condition which limits the kind or amount of work which he or she can do or which prevents working at a job or business altogether. A work disability may also be defined as a health condition which limits the choice of jobs. Of those identified as having work disabilities according to the 1990 Census, 131 were prevented from working altogether and 34 were in the labor force. The remaining 23 did not work, but were not entirely prevented from doing so. Table II-13 shows work disability information for Newman, Stanislaus County, and California according to the 1990 Census.

TABLE II-13

**WORK DISABILITY STATUS BY PERCENTAGE**  
**Newman, Stanislaus County and California**  
**1990**

	Newman	Stanislaus County	California
With Work Disability			
In Labor Force	1.4%	3.0%	2.8%
Not in Labor Force			
Prevented from Working	9.9%	9.7%	6.7%
Not Prevented	1.1%	1.1%	1.1%
Total with Work Disability	12.4%	13.3%	11.0%
No Work Disability	87.6%	86.2%	89.4%

Source: U.S. Bureau of the Census, 1990



The Census also identified those residents with mobility and self-care limitation disabilities. As Table II-14 indicates, in 1990, 12.4 percent of Newman's residents aged 16 and over had mobility and self-care limitation disabilities. 7.9 percent of those between 16 and 64 had such disabilities and 35.6 percent of the city's residents over 65 had disabilities.

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**TABLE II-14**  
**MOBILITY AND SELF-CARE LIMITATION DISABILITY BY AGE GROUP**  
**BY PERCENTAGE**  
**Newman, Stanislaus County, and California**  
**1990**

	Newman	Stanislaus County	California
16 to 64 with Disability	7.9%	9.9%	7.4%
16 to 64 without Disability	92.1%	90.1%	92.6%
65 and over with Disability	35.6%	79.3%	31.2%
65 and over without Disability	64.4%	20.7%	68.8%
16 and over with Disability	12.4%	15.0%	10.6%
16 and over without Disability	87.6%	85.0%	89.4%

Source: U.S. Bureau of the Census, 1990

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Special needs of disabled persons vary depending upon the particular disability of the person. For example, the needs of a blind person differ greatly from those of persons confined to wheelchairs. Special facilities such as ramps, elevators, or specially designed restrooms necessary for wheelchair access are architectural features needed to make dwellings suitable for wheelchairs. Special features needed by ambulatory persons constrained by other disabilities may not be architectural. Instead, these might be simple alterations to conventional dwelling units for furnishing and appliances which make ordinary tasks of housekeeping and home life simpler. In families, the needs of the disabled person, in terms of special features, are fewer than those of a single person.. Nevertheless, a disabled person in a family does have special needs. Special architectural features could be valuable in giving this person a greater independence, dignity, and quality of life.

### Elderly

The 1990 Census indicated that 14.7 percent of the city's population was 60 years and older, and 10.9 was 65 years or older. These percentages are lower than those for Stanislaus County, where 14.4 percent of the population was over 60 and 10.8 percent was over 65. Statewide, 14.2 percent of the population was at least 60 and 10.5 percent was 65 or older.

The primary explanations for the relatively high percentage of older residents in Newman are the city's overall low cost of living, the stability of the area, and its warm year-round climate.

Many senior citizens have mobility limitations which restrict their access to other services, such as public transportation, shopping facilities, and senior citizens. Although the West Side Dial-a-Ride will arrange door-to-door pickup, the service provides only limited service to Modesto. Limited shopping and medical facilities in Newman also create difficulties for seniors with transportation difficulties.

### Large Families

Family size is an important consideration when it comes to planning for housing. Very simply, areas which have large concentrations of small families or single-person households need to plan for smaller units, and areas with concentrations of large families need to assure that units large enough to accommodate such families are available. Unfortunately, however, information concerning family size is difficult to gather. The 1990 Census provides some minimal data on the number of persons occupying housing units, but does not correlate this information with information on the number of rooms in the units. The Census indicated that 9.4 percent of Newman's 1990 occupied housing units had six or more residents, higher than Stanislaus County and California, both of which had 6.9 percent.

As discussed in a previous section, large families suffer disproportionately from overcrowded housing, and while a majority of large families are homeowners, those who rent face a very limited supply of large apartments. Statewide, according to the *California Statewide Housing Plan (Phase I)*, only 12 percent of very large renter households have successfully competed for large units.

### Farmworkers

Because specific data on the number of farmworkers in a community is not systematically collected, it is difficult to assess the precise needs of this group. In its *Housing Needs Report*, the Stanislaus Area Association of Governments estimated that there were 44 farmworker households in Newman in 1985 and projected that the number of farmworker households would decline to 41 in 1989.

Farmworkers are defined either as regular or seasonal workers. Regular, or year-round, farmworkers are defined as those employed for more than 150 days annually. SAAG estimates that regular farmworkers comprise about 52 percent of the farmworker population in Stanislaus County. Some seasonal farmworkers are local residents who depend on finding employment in the agricultural industry on a seasonal basis. Migrant seasonal workers are those who typically travel more than 50 miles to obtain agricultural employment. SAAG estimated that seasonal and migrant seasonal workers make up about 48 percent of the farmworker population.

Generally, farmworker households are of lower-income, and must compete for the limited supply of lower-income housing in Newman. Locally-employed farmworkers are also housed in public farmworker housing in Patterson and Westley, and in migrant labor camps, located in unincorporated areas of western Stanislaus County.

### Families Headed by Single Females

The 1990 Census reported that 11.0 percent of Newman's families were headed by single females with children under 18. The *California Statewide Housing Plan (Phase I)* identifies the following distinguishing characteristics for female householder families:

- Low homeownership rate
- Younger householder
- Children present
- Low incomes and a high poverty rate
- Overcrowded
- High percentage of household income spent for housing

The same report concludes that "among the large special needs groups, female householders families is perhaps the group with the most extensive housing program." According to the Census, in 1990, 50 percent of female-headed households with children were below poverty. Countywide, only 10.8 percent of households headed by single female parents, 37.4 percent of these households were below poverty.

### Persons Needing Emergency Shelter and Transitional Housing

Throughout California, homelessness has become a major concern. Factors contributing to the increase in homeless persons and families, and those in need of transitional housing, include:

- The lack of housing affordable to very-low- and low-income persons
- Increases in unemployment or underemployment
- Reductions in government subsidies
- Deinstitutionalization of the mentally ill
- Domestic violence
- Drug addiction
- Dysfunctional families

Solutions to homelessness are as difficult and varied as the solutions to the problems listed above.

The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses, they are not likely to be counted in the Census, and since they are unlikely to have stable employment, the market provides few housing opportunities.

The City of Newman has no reliable method of estimating the number of persons that may be classified as homeless. According to the Police Department, there is no permanent homeless population within the city. It is widely reported that there are homeless persons residing along the San Joaquin River and Merced River, one to two miles east of Newman.

The Police Department is allocated funds through the Salvation Army to assist indigent and homeless persons. Typically, these funds are used to pay for food or gas for persons who become stranded in the Newman area. Local churches also provide clothing and assistance if needed. The Police Department will also arrange transportation for homeless persons to shelters in Modesto, where the Stanislaus County Housing Authority provides temporary shelter (overnight). Motels in western Stanislaus County that offer weekly and monthly rates also serve as a source of transitional housing.



## AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

State law requires that housing elements contain an analysis of the availability of land for future residential growth and the adequacy of public facilities and services to accommodate this growth. Following are brief discussions of these issues as they pertain to Newman.

### Land

As of July 1990, there were approximately 170 acres of vacant residential land within the city limits. Much of this vacant land within the city was committed to residential development as of July 1990; 66 acres of land were either under construction or had secured final approval for development, for a total of 392 single family homes. Another 84 acres had received tentative map approval for the development of 401 single family homes. Within the city limits, 20 acres of vacant residential land have not been committed for development as of July 1990, with a potential for approximately 409 units.

The 1992 *General Plan* includes substantial land for new residential development in various types of land use designations, as summarized in Table II-15. Table II-15 lists the acreage of vacant or agricultural land according to its residential land use designation, and the number of dwelling units which could be potentially developed, assuming average densities allowed under the General Plan. These estimates do not account for units which could be developed using density bonus provisions.



As Table II-15 shows, while the city had 170 acres of vacant land within the city limits, much of this is committed to development. For additional residential growth, annexation of land within the sphere of influence would be required.

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**TABLE II-15**  
**LAND AVAILABLE FOR RESIDENTIAL DEVELOPMENT**  
**By 1992 General Plan Designation**

Land Use Designation	Maximum Density	Vacant Acreage	Dwelling Units <sup>1</sup>
Low Density Residential	6 du/acre	241	1,089
Central Residential	10 du/acre	2	62
Medium Density	12 du/acre	33	234
High Density Residential	20 du/acre	21	294
Neighborhood Planned Residential	7.5 du/acre <sup>2</sup>	234	1,336
Planned Mixed Residential	6 du/acre <sup>3</sup>	1,438	6,075
Downtown	10 du/acre	N/A <sup>4</sup>	42
<b>Total</b>		<b>1,968</b>	<b>9,132</b>

<sup>1</sup>Assumed at 80 percent of maximum density, deductions included to account for land dedicated to schools and parks

<sup>2</sup>Maximum average weighted density. The Neighborhood Planned Residential designation provides for a range of residential densities from 1.1 to 20 units per gross acre. New areas shall be developed with at least 35 percent of the units as multi-family housing

<sup>3</sup>Maximum average weighted density. The Planned Mixed Residential designation will be developed according to a general policy goal of maintaining the following mix of residential densities: 75% low density, 15% medium density, and 10% high density. New areas shall be developed with at least 20 percent of the units as multi-family housing

<sup>4</sup>Residential uses are permitted on a discretionary basis; the primary use is commercial and office uses

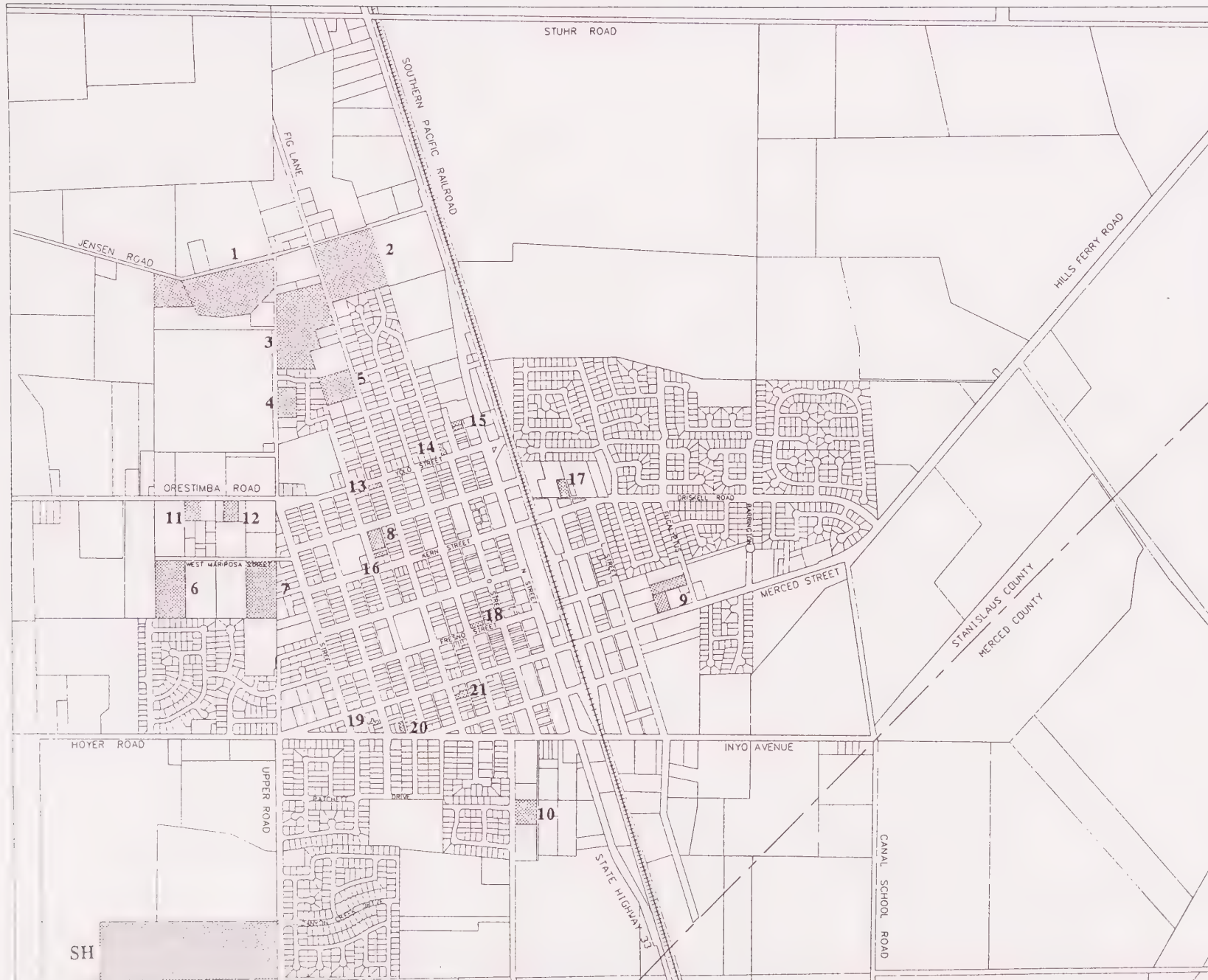
Source: City of Newman General Plan *Final EIR*, 1992.

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#### Affordable Housing Study Site Inventory

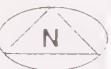
As part of its *Affordable Housing Study*, the City conducted an inventory in April 1991 to identify and evaluate sites that may be suitable for the development of affordable housing. The survey focused on vacant and underutilized parcels, including those on the periphery of the city, that may be suitable for the development of housing for low- and very-low-income families. The survey involved review of City and

**FIGURE II-3**  
**AFFORDABLE HOUSING**  
**INVENTORY**  
**VACANT SITES**



0 250 500 1,000  
 Scale in Feet

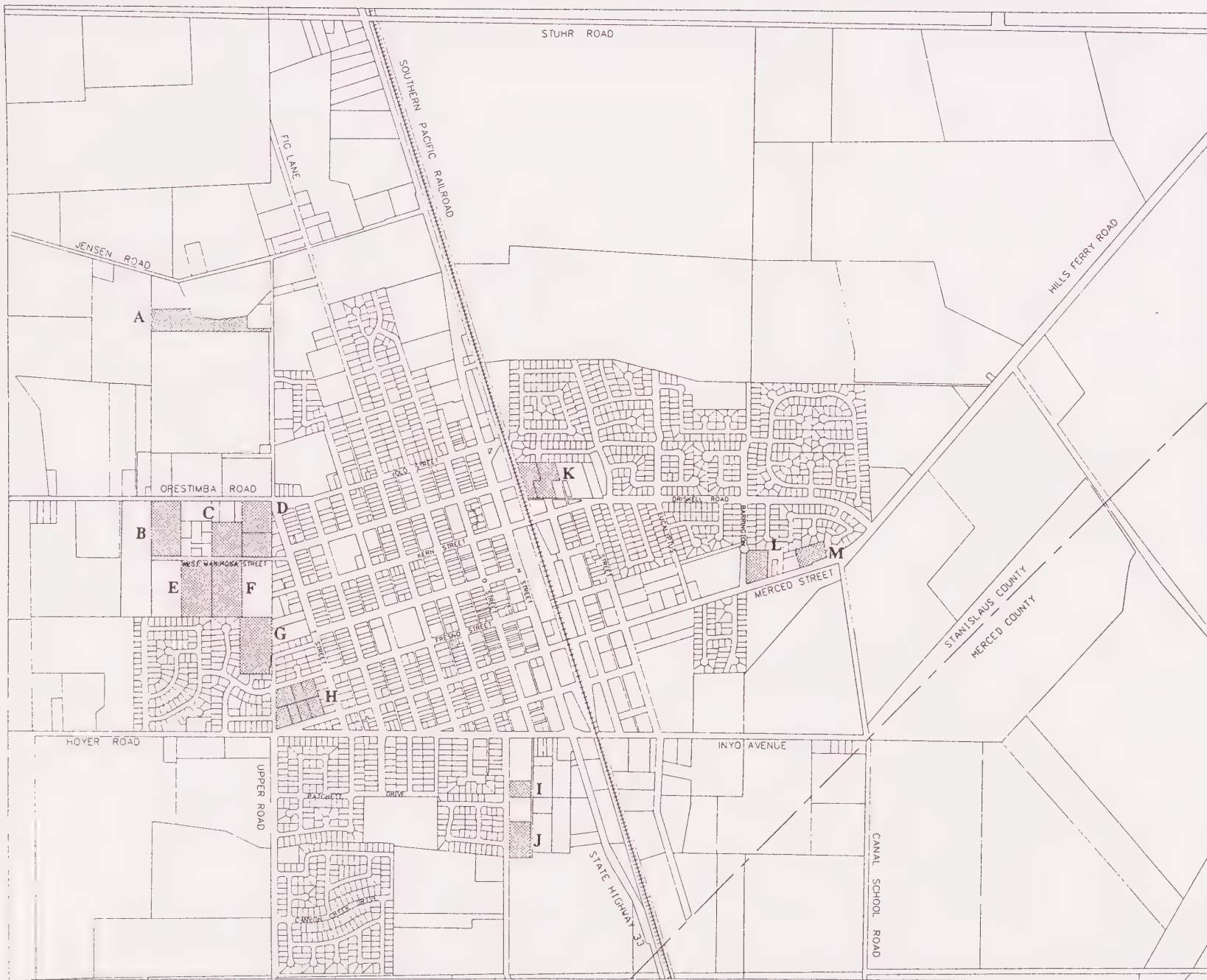
Base Map prepared by Lew Gurtel Davis, June 1990



**City of**  
**Newman**



**FIGURE II-4**  
**AFFORDABLE HOUSING**  
**INVENTORY**  
**UNDERUTILIZED SITES**



0 250 500 1,000  
 Feet

Base Map prepared by Lew Gurdal, Davis, June 1990

**City of**  
**Newman**





County maps, aerial photographs, and recorded maps on file and field surveys. Survey results were compiled in the form of a series of maps of the sites and a list of the sites that identifies:

- assessor parcel number
- parcel area
- existing uses
- location and surrounding land uses
- availability of infrastructure and public utilities
- potential for rezoning to higher density

The Consultants performed an affordable housing analysis of the sites considered feasible for development, separating the sites into two categories: vacant and underutilized. Figure II-3 and II-4 depict the location of these sites.

Five types of strategies were analyzed for the development of affordable housing: 1) infill of existing sites for multi-family housing; 2) infill of existing sites for single family housing; 3) self-help housing; 4) second units on existing lots; and 5) strategies for the development of affordable housing in large developments. The first three strategies are site-specific. The last two strategies are not site-specific, and are discussed generally in terms of methods and approaches for their use and implementation.

#### Multi-Family Housing - Infill Sites

The sites listed in Table II-16 (see Figures II-3 and II-4) are those identified in the survey within the existing city limits or on its immediate periphery considered suitable for multi-family development.

TABLE II-16

**SITES SUITABLE FOR MULTI-FAMILY INFILL DEVELOPMENT**  
**Vacant Sites**

The following sites are the most suitable for multi-family development and could be the City's first priority for consideration based upon information known about the sites at the time of the survey.

Site No.	Size (acres)	Location	Parcel No.	Total units	Low inc. units	V.Low inc units	Units /acre
4.	1.57	Hardin Road	026-41-60	19	3	3	12
5.	2.53	Fig Road	026-41-58	30	5	7	12
8.	0.77	R Street	026-26-20	9	1	1	12
9.	0.85	Eucalyptus/Merced	128-22-16, 20	17	3	3	20
10.	1.58	Prince Road	026-16-01	32	6	7	20
12.	0.98	Orestimba	026-26-25	12	2	2	12
17.	0.47	Driskell	128-20-03	6	1	0	12
<b>Subtotals</b>				<b>125</b>	<b>21</b>	<b>23</b>	

The following sites do not currently have the necessary infrastructure needed for development, and would therefore be considered as second priority for development.

1.	10.14	Hardin & Jensen	026-34-16, 17	154	36	37	12
2.	10.00	Fig Lane	026-49-01	120	27	29	12
3.	9.00	Hardin Road	026-41-46	108	24	26	12
6.	4.77	West Mariposa	026-26-17	57	12	13	12
7.	4.77	West Mariposa	026-26-20	57	12	13	12
11.	1.00	Orestimba	026-26-02	12	2	2	12
<b>Subtotals</b>				<b>508</b>	<b>113</b>	<b>120</b>	
<b>Total Multi-family Units (Vacant Units)</b>				<b>633</b>	<b>134</b>	<b>143</b>	

Source: City of Newman *Affordable Housing Study*, January 1992.

As part of the *Affordable Housing Study*, a proforma was prepared for each site which identifies the number of units, number of lower-income units, and the costs required to construct the project, and the subsidy that would be required. These proformas are intended to serve as a guideline for the developers of affordable housing.

The sites in Table II-17 are underutilized (i.e., large parcels with only one housing unit). Underutilized sites should be considered a priority after development of the vacant sites.

TABLE II-17

**SITES SUITABLE FOR AFFORDABLE MULTI-FAMILY HOUSING DEVELOPMENT**  
**Underutilized Sites**

The following underutilized sites have city services.

Site No.	Size (acres)	Location	Parcel No.	Total units	Low inc. units	V.Low inc units	Units /acre
G.	4.97	West Ave	026-28-07	60	28	14	12
H.	4.57	Merced Street	128-02-20	57	12	13	12
I.	0.88	Prince Road	128-25-01	11	2	2	12
K.	3.54	M Street	128-20-01, 02	42	9	9	12
L.	1.93	Merced Street	049-50-44	23	3	5	12
M.	1.51	Merced Street	049-50-48	18	3	3	12
<b>Subtotal</b>				<b>211</b>	<b>57</b>	<b>46</b>	

The following underutilized sites do not currently have the necessary infrastructure needed for development, and would therefore be considered as last priority for development.

A.	4.96	Hardin Road	026-34-21	60	12	14	12
B.	4.77	Orestimba	026-26-01	57	12	13	12
C.	2.77	West Mariposa	026-41-46	33	6	7	12
D.	4.82	T Street	026-26-27, 16	58	12	13	12
E.	4.77	West Mariposa	026-26-18	57	12	13	12
J.	2.38	Prince Road	026-16-07	29	5	6	12
<b>Subtotal</b>				<b>294</b>	<b>59</b>	<b>66</b>	
<b>Total Multi-family Units (Underutilized)</b>				<b>505</b>	<b>116</b>	<b>112</b>	

Source: City of Newman *Affordable Housing Study*, January 1992.

Infill Sites/Manufactured Housing

The *Affordable Housing Study* also considered the development of manufactured single family or duplex housing on existing vacant lots or on lots with a deteriorated unit. In this strategy, a developer can either buy vacant lots or buy and tear down condemned houses. If the manufactured home is sited on a lot with an existing home the developer is able to forgo partial building permit fees, utility hook-ups and school fees, potentially saving as much as \$5,000 per unit.

The proformas for these sites estimated a cost of less than \$60,000 per unit. The price of the home includes foundation, installation, utility hook-ups, construction of an attached garage, sidewalks, front steps and patio and driveway. The exteriors can feature eaves, shingled roofs and wood siding. New



design and architectural improvements of manufactured housing create dwellings compatible with surrounding single family neighborhoods.

If several units are developed together, some could be specifically set aside for low income households. The units and financing can also be structured to provide affordable homeownership opportunities through a lease-purchase program.

Table II-18 lists infill vacant sites identified in the affordable housing site inventory (see Figure II-3) that may suitable for development of single or duplex dwellings. Economies of scale can be realized by developing several sites simultaneously. Ten to fifteen low- to moderate-income units could be developed on these lots depending on site size and configuration of the lots.

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**TABLE II-18**  
**VACANT SINGLE FAMILY INFILL SITES**

Site No.	Acres	Location	Parcel No.
13.	0.17	Q Street	128-08-64
14.	0.28	O street	128-13-09,10
15.	0.16	Yolo Street	128-13-19
16.	0.17	R Street	128-06-34
18.	0.17	Fresno/P St	128-10-48
19.	0.14	S Street	128-03-34
20.	0.16	Inyo Ave	128-03-52
21.	0.24	Upper Road	128-08-72

Source: City of Newman *Affordable Housing Study*, January 1992.

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### Self Help Enterprises

A 30-acre site on Upper Road has been identified by Self-Help Enterprises as a potential site for the development of single family homes. This site could be easily served with infrastructure and utilities since there is a completed subdivision across the road.

Self Help Enterprises intends to apply for a subdivision map upon annexation for the entire parcel with a density bonus to 7 units per acre. Self-Help is planning to develop 20 acres in single family homeownership with two- to four-bedroom dwellings for households at or below 80 percent of median income. The balance of the site is intended to be sold to create a subsidy for the single family development.

As the only affordable housing project currently proposed in Newman, City support and facilitation of this project would assist in the development of low-income homeownership housing. The City could also consider the acquisition of the remaining 10 acres to develop medium density multi-family housing.

## Second Units

Additional sites are available for the development of second units. A second unit is a self-contained living unit, either attached to or detached from the primary residential unit on a single lot. It is also known as a "granny-flat," "in-law unit," or an "accessory dwelling." State law permits second units and establishes minimum standards for their development. Newman can adhere to the state standards or develop its own second unit ordinance tailored to the needs of Newman.

Second units represent an important source of affordable housing since there are no land costs and they often occupy unused space on large lots, allowing elderly homeowners to supplement their income and to remain in their own homes while providing affordable housing. Community Development Block Grant (CDBG) funds can be used to assist homeowners in creating or legalizing second units. The City could also adopt an amnesty program for legalizing existing second units.

## **Services**

The availability of the various public facilities and services required to support residential development is discussed in detail in Chapter VI, Public Facilities and Services. The findings of Chapter VI are summarized below.

### Water

Newman's drinking water is supplied by groundwater. During 1991, the system pumped an average of 1 to 1.5 million gallons per day. Its maximum pumping capacity was 3 million gallons per day supplied by three wells. The City levies fees on new development to extend the water system and to develop new wells.

### Wastewater

The City's sewer collection system is generally in good condition. Its outfall lines can accommodate a 5 million gallon per day peak flow, which is sufficient to handle current development and would accommodate substantial additional development. The City's sewage treatment plant is currently undergoing expansion. The expansion will increase sewer treatment plant capacity to 1.7 million gallons per day, to serve a population of up to 10,500.

### Drainage

The City's storm drain system is adequate to serve existing development and could accommodate infill development in the city. Additional development will require installation of new facilities and the upgrading of some existing facilities in order to provide adequate drainage.

### Schools

Von Renner Elementary School, the only elementary school in Newman, was at its capacity as of August 1992. A new elementary school in Newman is proposed to be completed by 1994 at the soonest. While enrollment at the junior high and high school was within the schools' capacity as of August 1992, further residential growth will necessitate the development of new schools and/or the expansion of all schools within the city.

## GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

While local governments have little influence on such market factors as interest rates, their policies and regulations do constrain the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In some cases, however, local regulations may restrict the operation of the housing market unnecessarily. Examination of the local regulatory structure can highlight those areas of potentially "excessive" regulations and identify where steps can be taken to remove or minimize obstacles to residential development.

### Land Use Controls

Discretionary control over land use in Newman is currently exercised by the Planning Commission, City Council, and the City's Planning Department through the *General Plan*, *Zoning Ordinance*, and other implementing ordinances. These documents and ordinances are described in Chapter I, Land Use.

### Building and Housing Codes

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. The State Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes.

Code enforcement and inspection services within Newman are contracted out by the City. The City relies on the following uniform codes: the *Uniform Building Code*, *Mechanical Code*, *Uniform Plumbing Code*, and *Code for Abatement of Dangerous Buildings*, and *National Electrical Code*. The City has not adopted amendments to these uniform codes that operate as a significant constraint on the production of housing.

Code enforcement for existing buildings focuses primarily on nuisance abatement and condemnation of unsafe structures. Cities and counties pursue code enforcement in several ways, including:

- Complaint-Response: The City may inspect buildings for deficiencies only upon receipt of complaints by neighbors or tenants.
- Change of Occupancy for Rental Properties: A city may issue occupancy permits that require inspection and code compliance at time of turnover.
- Systematic: Code enforcement on a systematic basis with provision for financial assistance is especially appropriate in areas where strong and supportive neighborhood groups exist, the majority of homes are owner-occupied, housing is relatively sound, and income levels are moderate-income or above.
- Pre-Sale and "Truth in Sale": Pre-sale enforcement would require code inspection and violation abatement prior to sale of a home. A "truth in sale" ordinance would require information concerning code violations, zoning status, and property taxes to be provided to the buyer.
- Concentrated Code Enforcement: Code inspections may be conducted on a systematic basis through certain areas or for specific properties (such as rental or multi-unit residences).



The City's enforcement activities are divided among three responsibility groups: new construction, maintenance, and nuisance abatement. New construction enforcement, as its name implies, applies to new buildings or construction projects for which building permits are required. Maintenance enforcement applies primarily to commercial and industrial projects and is conducted in conjunction with the granting of business licenses. Nuisance abatement is generally conducted on a "complaint-response" basis and typically concerns such problems as unsanitary conditions and unsafe structures.

Primarily because of the lack of adequate replacement housing, the City has not been aggressive in its efforts to enforce housing-related codes as they apply to existing buildings.

#### **Local Permit Processing Fees**

State law requires that permit processing fees charged by local governments not exceed the estimated actual cost of processing the permits. Table II-19 lists the fees charged by the City of Newman for processing various land use permits.



TABLE II-19

**PLANNING FEES**  
**City of Newman**  
**1990**

General Plan Amendment	\$510
Specific Plan	Actual cost
Rezone	\$550
Rezone to Planned Development (PD)	\$825 <sup>1</sup>
Zoning Ordinance Amendment	\$760
Tentative Subdivision Map	\$590 <sup>2</sup>
Final Subdivision Map	\$375
Tentative Parcel Map	\$275
Final Parcel Map	\$75
Lot Line Adjustment	\$175
Certificate of Compliance	\$190
Use Permit	\$185
Home Occupation Use Permit	\$90
Variance	\$340
Environmental Review	\$75
Environmental Impact Report	Actual cost
Time Extension	\$75
Appeal	\$150
Annexation and Prezone	\$850 <sup>3</sup>
General Plan Amendment/Rezone	\$750

<sup>1</sup>\$275 refunded if project is completed. Otherwise will be used to zone property back to original zoning designation

<sup>2</sup>Plus actual cost by City Engineer

<sup>3</sup>Plus all of the following: 1. Election costs if one is necessary; 2. LAFCO filing fee and State Board of Equalization fee; 3. Maps and legal description that accompanies with State Board of Equalization and LAFCO standards; and 4. \$250 if protest hearing is required.

Source: City of Newman, Ordinance No. 89-18

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### Development Fees

In addition to the fees that the City assesses to process planning related permits, it also charges various fees related to actual development of projects. Table II-20 lists Newman's development fees.

TABLE II-20

## DEVELOPMENT FEES

City of Newman

August 1992

**Water Connection**

Single Family Dwelling	\$1,035 per unit
Multi-Family Dwelling	\$690 per unit
Commercial/Industrial	Determined by Council

**Sewer Connection**

Single Family Dwelling	\$2,330 per unit
Multi-Family Dwelling	\$2,220 per unit
Commercial/Industrial	Determined by Council

**Municipal Facility Fees**

\$870 per residential unit

**Park Development Fees**

Single Family Dwelling	\$800 per unit
Multiple Family Dwelling	\$600 per unit

**School Impact Fee<sup>1</sup>**

\$1.65 per square foot of residential development

<sup>1</sup>Levied by Newman-Crows Landing Unified School District

Source: City of Newman Development Fee Schedule, August 1989; Newman-Crows Landing Unified School District

In addition to City development fees, Stanislaus County levies development fees on residential and non-residential development on a countywide basis, including development that takes place in incorporated cities. Countywide fees fund roads, jails and courts, library, parks, public health, and other costs. Table II-21 lists the countywide development fees for residential uses.

**TABLE II-21**

**COUNTYWIDE DEVELOPMENT FEES**  
**City of Newman**  
**January 1992**

	Inter-City Roads	Jails	Justice	Library	Parks	Public Health	Out- Patient	Other Facility	Fee Admin.	Total Fee
Single Family	\$577	\$1,059	\$102	\$349	\$131	\$112	\$57	\$144	\$63	\$2,594
Multi-Family	386	685	66	226	85	77	39	93	41	1,698
Senior Housing	230	331	32	109	41	37	19	45	21	865

Source: Stanislaus County, *Public Facilities Fees Administrative Guidelines*, March 1990

**Permit Processing Times**

The time lines with which the City processes the various permits and applications necessary for residential development can affect the overall cost of housing. The minimum processing time for residential development project applications in Newman is determined by state requirements for environmental review and public notice and by the meeting schedules of the Planning Commission and the City Council. The maximum time for processing residential development permits is set by state law (*California Government Code* §65929 *et seq.*). The statutory time limit for completion of environmental review and approval or denial of a permit application starts when an application is accepted by the lead agency (i.e., the City) as complete. The lead agency then has one year in which to approve or disapprove a project for which an EIR will be prepared or six months for projects for which no EIR is prepared.

The City currently processes residential development applications in the shortest possible time, given requirements for environmental review, public notice, and the schedules of the Planning Commission and City Council.

**On- and Off-Site Improvements**

Land improvements can be categorized as those designated to modify the existing parcel of land, an on-site improvement, or those to modify the exterior, or off-site areas. On-site improvements include such items as required off-street parking, fences, and landscaping to control access and/or noise. Such public off-site improvements include curbs, gutters, sidewalks, pavement, adequate drainage, street lighting, and street trees. These have been deemed necessary to maintain the public health, safety, and welfare standards for a residential community.

## Conclusion

Much of the regulation and fees that accompany the development of housing act to increase the cost of housing and constrain the availability of affordable housing. Yet these regulations and fees are needed to protect city residents from the otherwise externalized effects and costs of development. In Newman, the City's regulations do not pose any unnecessary constraints to the production of affordable housing.

## NONGOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints. This assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: materials, labor, land, and financing. Newman can be considered as part of a very broad general housing market that includes the Central Valley area. For the most part, housing cost components in Newman are comparable to those in other parts of the general market area. The following paragraphs briefly summarize these components vis-a-vis the local market and the statewide market.

### Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipe. Prices for these goods are affected primarily by the availability and demand for such materials.

Because the Central Valley is served by such a well-developed regional transportation network and because many of the materials needed for construction are produced in the region, availability of materials is excellent. The demand for building materials is also very high because there is so much housing development occurring in the area. The result of the combination of excellent supply and high demand is a very competitive market and, therefore, relatively low prices. In addition, the land in Newman which is most likely to be developed in the future for housing is well-suited for the kind of large projects which allow developers to realize economy-of-scale savings on materials.

The costs of building materials in the Central Valley in general and in Newman in particular are relatively low and, therefore, do not constitute a constraint to the development of affordable housing.

### Cost of Labor

Another major cost component of new housing is labor. Inflated labor costs due to high wage rates significantly increase the overall cost of housing in some markets. The cost of labor in Newman is, however, relatively low for a number of reasons. Overall, the Central Valley's cost of living is relatively low; wage scales in the area, therefore, tend to be somewhat lower than in markets with higher living costs, such as the San Francisco Bay Area. Also labor is generally less costly because the area is predominantly non-union. Labor in highly unionized markets is typically more expensive.



## **Land Costs**

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can account for as much as half of the final sales prices of new homes in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangement made between the buyer and seller.

Because of the abundant availability of relatively inexpensive farmland in the area, land costs in the Central Valley housing market area are generally low. Based on information gathered as part of the *Affordable Housing Study*, the cost for improved land in Newman is roughly \$4.00 per square foot, or about \$24,000 for a typical 6,000 square foot lot. Unimproved land costs are much less, running \$30,000 to \$40,000 an acre.

## **Cost and Availability of Financing**

The cost and availability of capital financing affect the overall cost of housing in two ways: first, when the developer uses capital for initial site preparation and construction and, second, when the home buyer uses capital to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless drop when the overall market rates decrease, so low interest rates have a positive effect on the housing construction market.

The home buyer uses capital financing in the form of long-term mortgage loans. Market rates for standard fixed-rate home loans were about 8 percent in August 1992. Table II-22 shows how the variation in interest rates affects the buyer's monthly mortgage payments on a range of loan amounts.

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**TABLE II-22**  
**MONTHLY MORTGAGE PAYMENTS**

Interest Rate (%)	ORIGINAL LOAN AMOUNT				
	\$70,000	\$80,000	\$90,000	\$100,000	\$150,000
7.0%	\$465.71	\$532	\$599	\$665	\$998
7.5	489	559	629	699	1,049
8.0	514	587	660	734	1,101
8.5	538	615	692	769	1,153
9.0	563	644	724	805	1,207
9.5	589	673	757	841	1,261
10.0	614	702	790	878	1,316
10.5	640	732	823	915	1,372
11.0	667	762	857	952	1,428
11.5	693	792	891	990	1,485
12.0	\$720	\$823	\$926	\$1,029	\$1,543

Note: Based on a 30-year, fixed-rate mortgage, not including real estate taxes and home insurance. These costs add about 2 percent of the sales price annually.

Source: J. Laurence Mintier & Associates

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Table II-23 relates loan interest rates to home loan affordability at various income levels. The figures in the table are based on principal and interest equaling 25 percent of the gross income and do not include taxes and insurance, which could add approximately 15 percent to the monthly payments. Most lenders, however, are qualifying buyers somewhere between 28 and 36 percent of total income. Table II-23, therefore, provides only a rough estimate of loan affordability.

**TABLE II-23**  
**INCOME/LOAN AMOUNT AFFORDABILITY**

Interest Rate	ANNUAL INCOME						
	\$20,000	\$25,000	\$30,000	\$35,000	\$40,000	\$45,000	\$50,000
7.0%	\$75,154	\$93,942	\$112,731	\$131,519	\$140,913	\$150,308	\$169,096
7.5%	71,509	89,386	107,263	125,140	134,079	143,018	178,772
8.0%	68,142	85,177	102,213	119,248	113,570	127,766	141,962
8.5%	65,027	81,284	97,540	113,797	108,378	121,925	135,473
9.0%	51,784	64,730	77,676	90,622	103,568	116,514	129,460
9.5%	49,553	61,941	74,329	86,106	99,106	111,494	123,882
10.0%	47,480	59,349	71,219	83,089	94,959	106,829	118,699
10.5%	45,550	56,938	68,325	79,713	91,101	102,488	113,876
11.0%	43,753	54,691	65,629	76,567	87,505	98,443	109,382
12.0%	40,503	50,635	60,761	70,888	81,015	91,142	101,269
13.0%	37,667	47,083	56,500	65,916	75,333	84,750	94,166
14.0%	\$35,166	\$43,957	\$52,748	\$61,450	\$70,331	\$79,122	\$87,914

Source: J. Laurence Mintier & Associates

The availability of financing is another important consideration, particularly for the builder. The cost of financing is irrelevant if lenders are unwilling to lend money to developers in a particular market. In Newman, financing is readily available to qualified buyers.

## **PUBLICLY-OWNED SURPLUS LAND**

According to state law, all public agencies intending to dispose of surplus land must first send a written offer to any local agencies within whose jurisdiction the land lies offering to sell or lease the land for the following purposes: recreation or open-space uses; enterprise zone uses; schools; or development of low- and moderate-income housing. In the event that the agency disposing of the land receives more than one offer, it shall give first priority to the entity which agrees to use the site for development of low- or moderate-income housing, unless the land is already being used for park or recreation uses, in which case the entity offering to continue these uses shall receive priority (*California Government Code §54220 et seq.*). There is no publicly-owned surplus land in Newman suitable for residential development.

## ASSISTED HOUSING DUE TO CONVERT TO MARKET-RATE HOUSING

Starting in 1992, housing elements are required by state law to include an analysis of assisted multifamily housing units due to convert to market-rate housing. The analysis is to cover the period starting at the statutory date for housing element revision and run for the following 10-year period. Most low- and moderate-income housing units assisted through either a federal, state, or local housing program qualify as assisted housing. The analysis should include information regarding the earliest date of subsidy termination, the estimated cost of preserving the low-income status of the units, the estimated cost of replacing the units, and an analysis of financial options for funding preservation or replacement of the units.

The Valley Manor Apartments, a 48-unit senior housing project was completed in March 1982 and was financed with HUD Section 221(D)(4) Mortgage Insurance and Section 8 New Construction Rental Assistance. The project is identified in the California Housing Partnership Corporation report entitled *Inventory of Federally-Subsidized Low-Income Units at Risk of Conversion*. The earliest date of subsidy termination is March 2001, which is beyond the scope of the Housing Element.

## RESIDENTIAL ENERGY CONSERVATION

Residential energy conservation measures can take two forms: those applied to the construction of new housing and those added to existing housing to increase energy efficiency (retrofitting).

State law requires local governments to implement energy conservation standards for all new residential development. Under these requirements, every new residential building constructed must meet rigorous building standards for heat gain and heat loss. In mandating these requirements, the State has largely preempted the authority of local governments to regulate building construction with respect to energy conservation.

Pacific Gas & Electric Company (PG&E) sponsors various energy conservation programs, including the Direct Weatherization Program for low-income residents and T-Cap, a program for replacing outdated furnaces for elderly residents. In addition to these programs, PG&E also provides free energy audits for all their customers.

Self-Help Enterprises provides weatherization grants for the poor and elderly in the county.

## HOUSING PROGRAMS IN NEWMAN

Programs to support the development and provision of affordable housing in Newman are generally sponsored by the Stanislaus County Housing Authority and through state Community Development Block Grants.

### Stanislaus County Housing Authority

The Stanislaus County Housing Authority administers the Section 8 Rental Subsidy program in Stanislaus County. In 1990, there were about 3,000 certificates being used countywide, only 8 of which were being used in Newman. The Housing Authority estimates that there are 27 applications in Newman pending. One of the reasons that there are so few in Newman is the limited number of rental units available.



The Stanislaus County Housing Authority also owns and operates 16 conventional low-income housing units in Newman on Merced Street.

### **Community Development Block Grant**

In July 1990, the City of Newman received a Planning and Technical Assistance grant from the State Department of Housing and Community Development (HCD) to conduct a housing conditions survey. The objectives of the survey were to assess the condition of Newman's housing stock, identify units in the city in need of rehabilitation, and to identify potential rehabilitation resources as a basis for future City rehabilitation efforts. In addition, under the HCD grant, the City conducted an interest survey to determine the level of interest in specific rehabilitation and housing subsidy programs for lower-income households and households with special needs. This survey provided information needed by the City to apply for State and Federal Housing Program Funds.

In June 1992, the City received \$500,000 grant to administer a City housing rehabilitation program. The program will involve grants of up to \$10,000 and loans of up to \$40,000 to rehabilitate single family, multi-family, and second units for low- and very-low income households.

As part of the Planning and Technical Assistance grant, the City also undertook an Affordable Housing Site Analysis to identify and evaluate sites that may be suitable for the development of lower-income households. The City also conducted a feasibility analysis to assess the financial feasibility of developing various types of housing and strategies or subsidies that could be used to develop affordable housing.

## **IMPLEMENTATION OF 1984 HOUSING ELEMENT**

State law requires cities and counties to provide an analysis of the progress made in implementing their previous housing element programs. This section lists the 1984 *Housing Element's* housing programs and describes the City's actions in implementing each program, and then analyzes the appropriateness and success.

- **Review of General Plan and Zoning for Possible Revisions**

The City initiated a comprehensive revision of its *General Plan* at the end of 1989 and adopted the revised plan in 1992. Modifications to the *Zoning Ordinance* will follow to implement the revised *General Plan*.

- **Review City Codes for Possible Revisions to Reduce Initial Costs of Development**

Due to lack of City staff, the City has not undertaken a comprehensive review of municipal codes. Review will be made as part of the current *General Plan* update.

- **Submit Application to Receive Certification as Eligible for Home Ownership Improvement (HOHI) Low-Interest Loans**

No application was made as this program was discontinued. As discussed previously, however, the City applied for and was awarded a Planning and Technical Assistance Grant to conduct a housing conditions survey as the basis for applying for future rehabilitation programs. The City successfully received a rehabilitation grant in July 1992.

- **Publicize the Availability of Low-Interest Loans and Programs**

Information is available at City Hall upon request. As part of its Planning and Technical Assistance grant, the City surveyed Newman residents to determine interest in rehabilitation programs. The City will publicize its low-interest rehabilitation loans are available.

- **Maintain a Catalogue of Federal and State Housing Programs**

As part of the Affordable Housing Study, the City prepared an updated catalogue and a feasibility analysis for the applicability of programs in Newman.

- **Review Development Plans Submitted in Conjunction with an Application for PD Zoning to Determine Feasibility of Reduction in Construction Costs. Such Proposals Could Include Reduced Parking Requirements, Increased Densities, etc.**

The City reviews all PD Zoning proposals to consider these options.

- **Continue Deferred Public Improvement Agreements to Encourage Residential Infilling**

This is current City policy.

- **Encourage Self-Help Enterprises to Aid in the Construction of More Single Family Homes in Newman**

The City encourages Self-Help Enterprises and all non-profit housing developers to construct homes in Newman. As of 1992, Self-Help is actively considering the development of a site in Newman.

- **Maintain Existing Nuisance Ordinances to Prevent Residents from Contributing to Deterioration of Homes and Blighting of Neighborhoods**

The City addresses nuisance abatement primarily for health and safety reasons because of staffing limitations and lack of replacement housing.

- **Assist the Newman-Crows Landing Arts Council in their Efforts to Maintain and Rehabilitate Historic Buildings in Newman**

The City has supported the Newman-Crows Landing Arts Council in their historic rehabilitation efforts. The Arts Council, however, has not recently been very active in Newman.

- **Provide and/or Encourage the Provision of Technical Assistance to Home Owners doing their Repairs. Provide Information on Programs Available for Rehabilitation**

Due to limited City staff, the City has been unable to provide direct technical assistance. As part of their rehabilitation program, the City will identify and publish information on rehabilitation programs.

- **Apply to Department of Housing and Urban Development for Community Development Block Grant Funds**

The City applied for and received two Planning and Technical Assistance grants from the Community Development Block Grant program administered by the California Department of Housing and Community Development. The grants were used to identify and apply for other appropriate housing program grants and to devise economic development programs, which were also successfully obtained in 1992.

- **Continue Efforts to Upgrade and Expand Public Facilities and Services Necessary to Provide for the Health, Safety, and Well-Being of Residents, and Review Programs Available Through Other State or Federal Granting Agencies to Determine if Alternative Sources of Funding for Public Facilities are Feasible to Pursue**

The City upgrades and expands public facilities on an ongoing basis as necessary. A new well is being developed during 1990 and another is planned for development in 1991 to increase the water supply, and an expansion of the City's sewer treatment plant is currently proposed.

- **Continue Community-Sponsored Neighborhood Improvement Programs, Such as "Spring Cleanup," "Street Improvement District," etc.**

The City carries out these programs on an ongoing basis.

- **Develop a Redevelopment Plan**

The City is in the process of establishing a redevelopment agency and project area. The plan is scheduled for adoption in late 1992. Based on predictions of the proposed redevelopment plan, an estimated \$300,000 to \$500,000 should be available for construction and rehabilitation of lower-income housing, most of which will not be available until 1994 and after. The Redevelopment Agency proposes to use nearly 40 percent of its tax increment for funding lower income housing.

- **Analyze the Possibility of Submitting for Voter Approval, a Referendum to Allow Construction of 30 Low Rent Family Housing Units to be Owned and Operated by the Stanislaus County Housing Authority as per Article 34 of the California Constitution**

This project was never realized and the proposal was never submitted to public vote, pending possible changes in legislation.

- **Annex Land Adjacent to Existing Corporate Boundaries and Zone for Residential Uses, the Amount of Land Sufficient to Accommodate the City's Fair Share Allocation for New Units**

The City has annexed additional substantial residential land, as described in Chapter I, Land Use, of this report. Newman exceeded its total new construction need for 1992 during 1990.



- **Maintain Sufficient Land Zoned Commercial and Industrial to Permit Economic Development Necessary to Provide Employment for New Households Identified in the Fair Share Allocation**

The City has sufficient vacant commercial and industrial land available to serve new residential development. The City has approved 130,000 square feet of additional retail development, the majority of which will be located within an approved shopping center adjacent to downtown.

- **Support Countywide Established Programs that Deal with Housing Discrimination**

The City supports such programs and directs residents with discrimination complaints to the proper agencies. The City has an adopted plan to affirmatively further State Fair Housing Objectives, including complaints of housing discrimination.

## Analysis

The City was generally successful in implementing the programs of its 1984 *Housing Element*, especially those which involved routine review and ongoing ordinances. Some of the most successful programs were not implemented until 1989 and later, as part of its General Plan revision and through an *Affordable Housing Study* funded through a Planning and Technical Assistance Grant. Because of its small size, Newman has limited city staff to pursue housing programs, particularly in times of development interest because planning staff tends to be busy processing development applications. Given the pace of development that took place in the late 1980s, limited staff resources were available to pursue these programs without additional staff or consultants.

Recognizing these limitations, the *Affordable Housing Study* included an analysis of the role of the City in applying for and implementing housing programs. The City's options for program administration include hiring additional staff or contracting this work to the County Housing Authority, non-profit agencies, or consultants.

### City Staff

Many cities apply for funds and administer programs with their own staff. Newman's existing city staff is very limited. Excluding fire and police personnel, the City employs approximately 20 persons. About 12 of these are employed in public works and 4 are administrative support or clerical positions. Remaining staff includes the City Manager, Assistant City Manager, Finance Officer, and the Planning Director. Housing program administration in the near term is probably not achievable with Newman's existing City staff. The City could retain staff with expertise in affordable housing to administer housing programs in Newman. This may become more feasible as the city grows. As housing and redevelopment activity increases, Newman could develop in-house staff capacity to administer both housing and redevelopment programs.

### Stanislaus County Housing Authority

The Stanislaus County Housing Authority operates various low-income programs and projects throughout the county. The Housing Authority is involved in direct administration of its own public housing throughout the county. The Housing Authority owns and manages 592 units of very-low-income housing, and 356 units of farm labor housing and administers 2,369 units assisted under the Section 8 rental assistance program.



In addition, because of its experience in developing and administering low-income housing programs, the Housing Authority can provide through a contract for administration housing programs for cities in Stanislaus County. The Housing Authority is currently developing a project in partnership with the City of Modesto and created and is administering a housing rehabilitation program using CDBG funds under contract with Stanislaus County.

The Housing Authority has the staff capability and experience to establish and administer low-income housing rehabilitation programs *and* new development projects. The Housing Authority and other entities have submitted formal proposals to the City for implementation of CDBG grant for new construction and rehabilitation.

#### Non-Profit Agencies

Only two non-profit housing agencies are currently operating in Stanislaus County.

##### a. Self-Help Enterprises

Self-Help Enterprises is a non-profit corporation formed in 1965. Self-Help Enterprises is based in Visalia but also maintains offices in Madera and Modesto.

Self-Help has extensive experience in establishing and operating rehabilitation programs and currently operates programs for a number of cities including Patterson, Atwater, Avenal, Chowchilla, Dinuba, Exeter, Livingston, and Hanford to name a few.

Self-Help also has extensive experience in developing low-income single family ownership housing that assists families in building their own homes. Self-Help may also have the capability to develop low-income multi-family housing projects in the future.

##### b. Stanco

Stanco is a new nonprofit corporation formed in 1990 based and in Modesto. It has not yet directly implemented affordable housing programs.

##### c. New Local Non-profit Housing Development Corporation

The City could encourage and support the establishment of a locally-based nonprofit with a board of directors comprised of Newman residents knowledgeable about the city and affordable housing development.

#### Consultants

There are a number of private consultants with the expertise to administer a range of low-income housing activities including rehabilitation and new development. Consultants could be retained by the City to administer all or portions of programs and projects or to provide technical assistance to City staff.

The *Affordable Housing Study* recommended that the City consider retaining an experienced consultant to provide technical assistance to City staff in the formative stages of the housing programs. By using consultants or other agencies, the City's workload would be minimized and could be handled by existing

staff. The activities for which the City itself would take direct responsibility might include designating the project areas, establishing eligibility requirements, approving final loans, collecting loan repayments, monitoring the consultants, and providing regular reports to the City Council and various funding agencies. As the City grows, and housing program and redevelopment activity increase, the City may consider the addition of in-house staff to manage housing programs.

## FINDINGS

- Newman's annual housing growth rate fluctuated during the 1980s. Newman experienced two periods of significant housing growth: during the early 1980s, with a peak between 1981 and 1982, and recently, from 1989 to 1990, when the housing stock increased by over 16 percent. Newman's recent housing growth is attributable primarily to residential demand created by commuters to Bay Area employment centers.
- Newman's housing stock has historically been composed primarily of single-family homes; single-family units represented almost 85 percent of the city's total units in 1990.
- In 1990, about 67 percent of Newman's housing stock was owner-occupied, while 33 percent was renter-occupied, a higher rate of ownership than evidenced countywide.
- Newman's vacancy rate was nearly 12 percent in 1990. The California Department of Housing and Community Development considers a vacancy rate of 4 to 5 percent to be ideal.
- According to the 1990 Census, 16.8 percent of Newman's occupied housing units were overcrowded. This was higher than either the countywide rate of 10.6 percent and the statewide rate of 12.3 percent.
- The average population per household in Newman was 3.09 in 1990. Newman's household size has increased moderately since 1980, when it was 2.70, and has consistently been very close to the countywide average.
- Based on the City's housing condition survey, many of the city's older units are in need of at least some minor rehabilitation. The City has received a grant from the State Department of Housing and Community Development (HCD) to conduct a rehabilitation program.
- Newman had a much lower incidence of overpayment for housing by lower-income housing in 1990 than either the county or the state.
- As of July 1990, there were approximately 170 acres of vacant or agricultural land designated for residential uses within the city limits. A maximum of 9,082 new units, however, could potentially be constructed under the 1992 *General Plan* land use designations.
- Recently, Newman and other West Side communities have begun to experience pressure to develop housing to accommodate Bay Area commuters who move to the area for its affordable housing and more rural lifestyle. The increased demand for housing and higher incomes of Bay Area wage-earners have led to rising housing prices in Newman. Local wages in Newman and throughout Stanislaus and Merced Counties have not increased at the same rate as housing prices, thus it is becoming increasingly difficult for locally-employed residents to afford to purchase or rent housing in Newman.
- As of August 1990, sales prices of new homes in Newman ranged from approximately \$130,000 to \$190,000. Costs for older homes, which tend to be smaller and have fewer bedrooms than the new homes constructed, ranged from the high \$90,000s to the low \$120,000s, averaging between \$95,000 and \$110,000.

- The overall effect of the various governmental and nongovernmental constraints is relatively insignificant in Newman. Primarily because of low land costs, housing can still be produced more cheaply in the area than it can in other parts of the state.



**PERSONS CONSULTED**

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White, Marshall, Manager, Newman Senior Citizen Complex

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## GLOSSARY

**Condominium** - Ownership that enables a person to own an apartment or house in a development of similar units and hold a common or joint-ownership in common areas, hallways, entrances, elevators, etc. The owner has a deed to the individual unit, and, very likely, a mortgage on the unit, and also holds a common or joint ownership in all common areas, such as grounds, lobbies, and elevators. A condominium unit need not be occupied by the owner to be counted as such.

**Dwelling Unit** - One (1) or more habitable rooms which are designed to be occupied by one (1) family with facilities for living, sleeping, cooking, eating, and sanitation.

**Family** - Two or more persons, including the householder, who are related by birth, marriage, or adoption, and who live together as one household.

**Gross Rent** - Contract rent plus the estimated average monthly cost of utilities (water, electricity, gas) and fuels (oil, coal, kerosene, wood, etc.) to the extent that these are paid for by the renter (or paid for by a relative, welfare agency, or friend) in addition to the rent.

**Household** - The person or persons occupying a housing unit.

**Housing Units** - A house, apartment, mobilehome or trailer, group of rooms, or single room occupied as a separate living quarter or, if vacant, intended for occupancy as a separate living quarter. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

**Income Levels** - Income categories are defined with respect to the area or county median income and are adjusted for household size, as follows:

Very Low Income - Less than 50% of the area of county median income.

Other Lower Income - Between 51% and 80% of the county median income.

Lower Income - Less than or equal to 80% of the county median income (i.e., combination of very low income and other lower income).

Moderate Income - Between 81% and 120% of the county median income.

Above Moderate Income - Above 120% of the county median income.

**Mean** - The average of a range of numbers.

**Median** - The mid-point in a range of numbers.

**Multi-family Dwelling Unit** - A building or portion thereof designed for or occupied by two (2) or more families living independently of each other, including duplexes, triplexes, quadruplexes, apartments, and condominiums.

**Overcrowding** - Households or occupied housing units with 1.01 or more persons per room.

**Single Family Dwelling** - A building or buildings designed for or occupied exclusively by one (1) family, excluding a mobilehome. Includes both detached and attached (townhouses) single family units.

**Year-Round Housing Units** - All occupied units plus vacant units intended for year-round use, but excluding vacant units held for seasonal use or migratory labor.





## CHAPTER III

### POPULATION



## **CHAPTER III**

### **POPULATION**

#### **INTRODUCTION**

If a city is to effectively establish land use patterns and set policies regarding housing and public facilities and services, it must first have a clear understanding of who lives in the community and how the population has changed and is expected to change in the future. This chapter reviews historical population trends, current demographics, and population projections for the city of Newman. Much of the information contained in this chapter is taken from the 1990 Census. Recent studies conducted by Stanislaus County and the Stanislaus Area Association of Governments are also described and information is cited, but these studies do not provide citywide population information for detailed analysis.

#### **HISTORICAL POPULATION GROWTH**

The 1990 Census reported Newman's population at 4,151, an increase of 49.0 percent since the 1980 Census. The highest rate of increase during this period occurred from 1989 to 1990, with an increase of 18.0 percent. Stanislaus County's growth rate was 7.0 percent during this period. As Table III-1 and Figure III-1 show, Newman's 1989-90 growth rate exceeded countywide and statewide growth rates. Since the 1990 Census, Newman's population increased by 5.7 percent in 1991 and by another 4.8 percent as of January 1992, based on California Department of Finance estimates.

As shown in Figure III-1, Newman's population growth rate fluctuated during the 1980s. This is typical of a small community, where relatively small changes in construction activity can translate into large fluctuations in growth rates from year to year. Prior to 1989, Newman's population grew at a relatively modest level, with a slight burst of growth occurring during 1981 and 1982. The statewide annual growth rate during the 1980s was relatively steady, as was Stanislaus County's through 1989.

The recent dramatic increase in population can be attributed primarily to persons employed in the San Francisco Bay Area who moved to Newman for its relatively affordable housing and quality of life.



TABLE III-1

**POPULATION GROWTH RATES**  
**Newman, Stanislaus County, and California**  
**1980 to 1992**

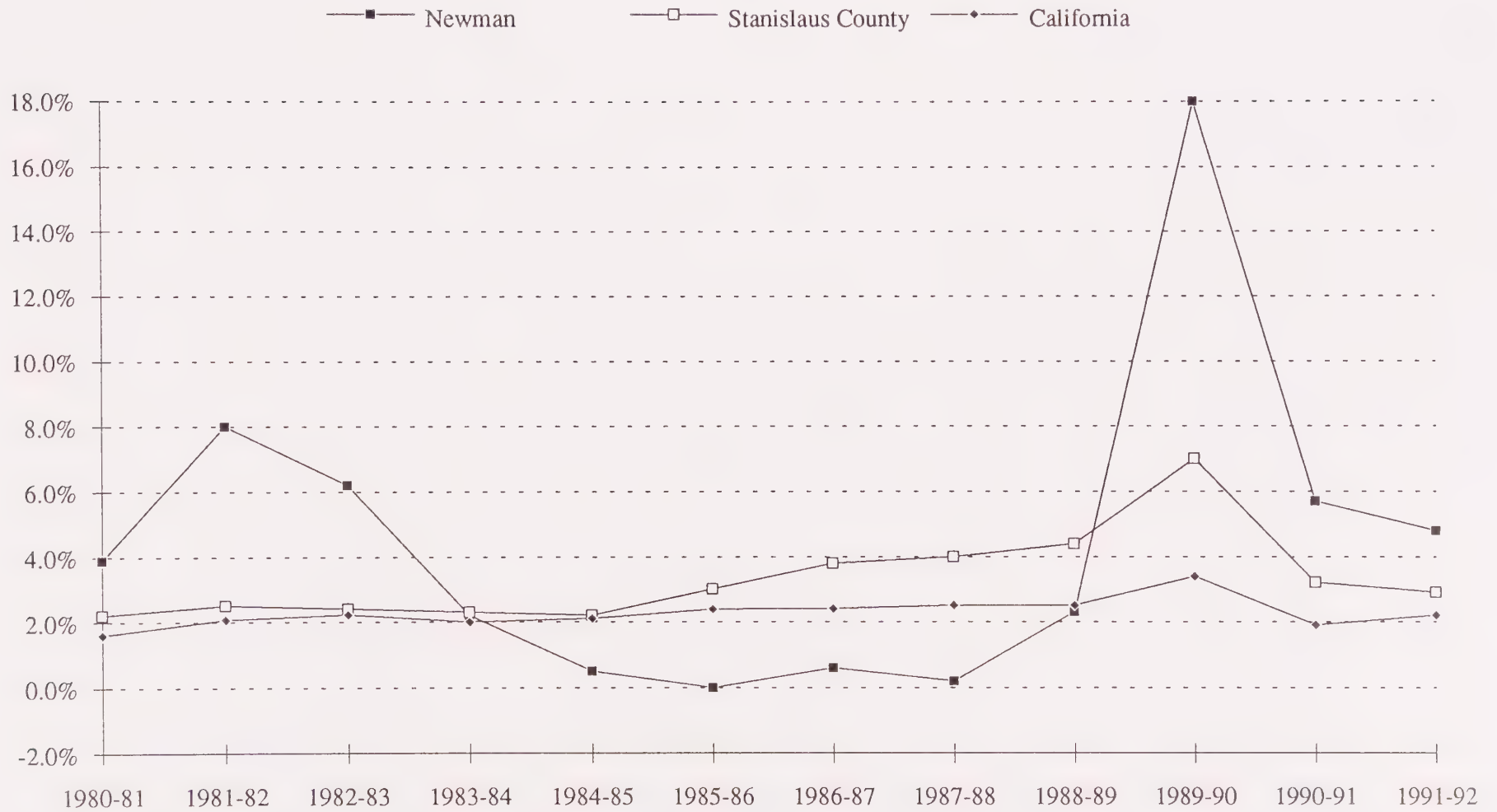
Year	Newman		Stanislaus Co.		California	
	Pop	% Change	Pop	% Change	Pop	% Change
1980*	2,785		265,900		23,668,145	
1981	2,893	3.9%	271,659	2.2%	24,038,711	1.6%
1982	3,125	8.0%	278,389	2.5%	24,546,566	2.1%
1983	3,319	6.2%	285,167	2.4%	25,075,581	2.2%
1984	3,392	2.2%	291,827	2.3%	25,587,254	2.0%
1985	3,409	0.5%	298,366	2.2%	26,112,632	2.1%
1986	3,409	0.0%	307,278	3.0%	26,741,621	2.4%
1987	3,430	0.6%	318,900	3.8%	27,388,477	2.4%
1988	3,438	0.2%	331,741	4.0%	28,060,746	2.5%
1989	3,518	2.3%	346,393	4.4%	28,771,207	2.5%
1990*	4,151	18.0%	370,522	7.0%	29,760,021	3.4%
1991	4,389	5.7%	382,289	3.2%	30,321,416	1.9%
1992	4,599	4.8%	393,398	2.9%	30,989,009	2.2%
Increase, 1980-90		49.0%		39.3%		25.7%

\*1980 and 1990 Census data figures are for April 1, 1980 and April 1, 1990; DOF estimates indicate January 1st of each year.

Sources: U.S. Bureau of the Census, 1980 and 1990; California Department of Finance, 1981-1989; 1991-1992

FIGURE III-1

ANNUAL POPULATION GROWTH RATES  
Newman, Stanislaus County, and California  
1980-1992



Sources: U.S. Census Bureau; California Department of Finance



## POPULATION CHARACTERISTICS

## Age Distribution

Age structure is a particularly important planning consideration because different age segments of the population require different kinds of services. A younger population will likely demand more opportunities for active recreation, whereas an older population will likely call for more passive recreational facilities. Different age groups also require different consideration when it comes to housing. An older population will generally have less need for the type of large housing units that a population with a large number of residents of child-bearing age will need. Table III-2 shows the age distribution of Newman's population in 1990.

**TABLE III-2**  
**AGE DISTRIBUTION**  
**Newman, Stanislaus County, and California**  
**1990**

Age Group	Newman		Stanislaus County		California	
	Total	% of Total	Total	% of Total	Total	% of Total
Under 18	1,408	33.9%	113,371	30.6%	7,750,725	26.0%
18 to 34	1,099	26.5%	101,467	27.4%	9,098,628	30.6%
35 to 59	1,035	24.9%	102,201	27.6%	8,675,797	29.2%
60 and Over	609	14.7%	53,483	14.4%	4,234,871	14.2%
Total	4,151	100.0%	370,522	100.0%	29,760,021	100.0%

Source: U.S. Bureau of the Census, 1990

Table III-2 shows that the age structure of Newman differed slightly from those of the county and the state in 1990. The most notable distinction is the higher percentage of residents under age 18. While 33.9 percent of Newman's residents were under 18, only 30.6 percent of the county's and 26.0 of the state's residents were under 18. The median age of Newman residents was, at 29.5, also slightly lower than Stanislaus County's (30.7) and California's (29.9).



## Racial and Ethnic Composition

Table III-3 shows the breakdown of the ethnic subgroups of the population for Newman, Stanislaus County, and California as of 1990.

**TABLE III-3**  
**ETHNIC COMPOSITION**  
**Newman, Stanislaus County, and California**  
**1990**

Ethnic Group	Newman		Stanislaus County		California	
	Total	% of Total	Total	% of Total	Total	% of Total
White	2,242	54.0	261,323	70.5	17,029,126	57.2
Black	10	0.2	6,109	1.6	2,092,446	7.0
Asian <sup>1</sup>	83	2.0	18,146	4.9	2,710,353	9.1
Spanish <sup>2</sup>	1,784	43.0	80,897	21.8	7,687,938	25.8
American Indian <sup>3</sup>	7	0.1	573	0.2	56,093	0.2
Other	25	0.6	3,474	0.9	184,065	0.6
Total	4,151	100.0	370,522	100.0	20,760,021	100.0

<sup>1</sup>Includes Asian and Pacific Islander

<sup>2</sup>Persons of Spanish origin are deducted from each race category and shown separately as Spanish

<sup>3</sup>Includes American Indian, Eskimo, and Aleut.

Source: U.S. Bureau of the Census, 1990

As Table III-3 shows, Newman's ethnic composition differed significantly from both the county and the state in 1990. The greatest distinction was Newman's percentage of residents identifying themselves as Spanish, with 43 percent of Newman identified as of Spanish origin, compared with Stanislaus County's 21.8 percent and California's 25.8 percent. At 54.0 percent, Newman had a lower proportion of white residents than Stanislaus County as a whole (70.5 percent), but was closer to the state's proportion (57.2 percent). Very few blacks reside in Newman, making up only 0.2 percent of the city's population, compared with 1.6 percent countywide and 7.0 percent statewide.

## Household and Family Composition

Table III-4 shows a breakdown of family composition according to the 1990 Census. As the table indicates, Newman had a higher percentage (35.8 percent) of married-couple families with children than either the county (32.3 percent) or the state (26.9 percent). The city also had low percentages of single-male and single female households without children (1.2 and 2.4 percent, respectively) compared with the county (1.7 and 3.4 percent, respectively) and the state (2.2 and 3.9 percent, respectively).

**TABLE III-4**  
**FAMILY COMPOSITION**  
**Newman, Stanislaus County, and California**  
**1990**

Family Type	Newman		Stanislaus County		California	
	Total	% of Total	Total	% of Total	Total	% of Total
Married Couple w/Children	481	35.8%	40,504	32.3%	2,791,452	26.9%
Married Couple w/o Children	355	26.4%	33,974	27.1%	2,678,070	25.8%
Single Male w/Children	45	3.3%	3,271	2.6%	252,314	2.4%
Single Male w/o Children	16	1.2%	2,088	1.7%	225,378	2.2%
Single Female w/Children	115	8.6%	10,209	8.1%	784,315	7.8%
Single Female w/o Children	32	2.4%	4,260	3.4%	407,865	3.9%
Non-Family Households	300	22.3%	31,069	25.8%	3,241,812	31.2%
Total	1,344	100.0%	125,375	100.0%	10,381,206	100.0%

Source: U.S. Bureau of the Census, 1990

## Place of Residence

The 1990 Census indicated that the much of the population of the Newman area was very stable, with a high proportion of long-time residents. In 1990, about half of Newman's residents had lived in the same house for at least five years. In contrast, only 41.8 percent countywide and 44.4 percent statewide lived in the same house that they had lived in five years earlier. Table III-5 shows the residential movement patterns of the local population between 1985 and 1990.

Newman had a lower proportion of residents who had lived in a different house in the same county (20.5 percent) than both the county (31.1 percent) and the state (31.2 percent). This is probably partially a result of Newman's location near the county line, as Newman evidenced a higher proportion of residents who had lived in a different county in California (24.1 percent) than the county (18.9 percent) and the state (11.8 percent). It is also an indication of families who have moved from Bay Area counties and continue to commute to employment in the Bay Area.

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**TABLE III-5**  
**RESIDENTIAL PATTERNS**  
**Newman, Stanislaus County, and California**  
**1985 to 1990**

Place of Residence	Newman		Stanislaus County		California	
	Total	% of Total	Total	% of Total	Total	% of Total
Same House	1,867	49.6%	140,708	41.8%	12,146,574	44.4%
Different House in Same County	770	20.5%	104,747	31.1%	8,525,870	31.2%
Different County in California	908	24.1%	63,543	18.9%	3,237,662	11.8%
Different State	124	3.3%	18,755	5.6%	1,974,833	7.2%
Different Country	95	2.5%	9,002	2.7%	1,480,276	5.4%
Total	3,764	100.0%	336,755	100.0%	27,365,215	100.0%

Source: U.S. Bureau of the Census, 1990

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## POPULATION PROJECTIONS

Population projections form the basis for almost all planning activities. Community planning can, therefore, only be as effective as the ability of local officials to anticipate population growth. In the case of Newman and Stanislaus County, population growth has historically been relatively moderate and predictable until recently.

Recently, there has been tremendous demand for residential development in Newman and throughout western Stanislaus County, as indicated by the growth pressures felt by Newman and other West Side communities and the number of major development proposals in the area (see Chapter I, Land Use, for a discussion of these proposals). The demand for growth is driven largely by commuters to Bay Area employment centers, who move to the West Side because of its affordable housing and quality of life.

This trend was largely unanticipated by forecasting entities, and only recently have population projections been adjusted to reflect this trend. Recent forecasts project a high rate of population growth to continue through 2010.

In 1988, Stanislaus County contracted with Kreines & Kreines and QED Associates to evaluate potential countywide population and employment growth and its impacts. QED analyzed two growth scenarios to reflect the uncertainties of economic cycles, public policies, and commuting patterns. The two growth scenarios differ primarily in their assumptions about future increases in the number of Bay Area commuters versus the number of county-employed residents.

The lower growth scenario assumes that the number of commuters countywide will peak at 20,000 in the year 2000 and then remain constant. Between 2000 and 2010, this scenario projects that 80,000 new residents moving into Stanislaus County between 2000 and 2010 will find local employment.

The higher growth scenario forecasts that the number of Bay Area commuters will peak at 30,000 in the year 2000 and will then decline to 27,000 as some residents switch to jobs in the local economy. This scenario also forecasts that an additional 108,000 new residents will move into the county between 2000 and 2010 and find employment in the county's expanding economy.



The higher growth scenario (Scenario B) was revised into an *Economic Strategic Plan*. The *Economic Strategic Plan* assumed that much of the growth would take place (under a revised County land use policy) in "remote developments" away from prime farmlands, with access to state and federal interstate highways, and with more balanced housing and job development.

Table III-6 shows the *Economic Strategic Plan*'s forecasts of countywide population and employment.

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**TABLE III-6**  
**PROJECTED POPULATION, EMPLOYMENT, AND COMMUTER GROWTH**  
**Stanislaus County**  
**1990-2010**

	1990	2000	2010	Compound Annual Growth
Population	354,000	502,000	610,000	2.53%
Employment	154,000	221,000	282,000	3.07%
Resident Commuters	16,000	30,000	27,000	2.65%

Source: *A Strategic Planning Approach for Change: Population and Economic Forecasts 1988-2010*, Kreines & Kreines and QED Research Inc., June 1988

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The *Economic Strategic Plan* further projected that the highest relative growth would occur in western Stanislaus County. With an estimated 1988 population of 12,239, the *Economic Strategic Plan* projected that the western Stanislaus County's population would grow to 114,957 in 2010. As described above, much of this population growth was assumed to take place in "new towns," rather than in existing communities. The QED forecast did not estimate Newman's share of countywide population or employment growth.

The Stanislaus Area Association of Governments (SAAG) revised its population projections for Stanislaus County and its cities in November 1989. SAAG projects significant growth in Newman and countywide from 1990 to 2010, as shown in Table III-7. SAAG's projections assume Stanislaus County will continue to attract over 17 percent of the 1.8 million new people moving into the "outer Bay Area" counties by 2010. This assumption produces a projected county population exceeding 700,000 by 2010, almost double its 1990 population. SAAG's projections exceed those made in the *Economic Strategic Plan*. Table III-7 summarizes SAAG's forecast.

TABLE III-7

**POPULATION PROJECTIONS  
Newman and Stanislaus County  
1990, 2000, 2010**

Year Change	Newman Incorporated		Newman Gen. Plan Area <sup>1</sup>		Stanislaus County	
	Pop	% Change	Pop.	% Change	Pop.	%
1990	4,200	--	4,720	--	363,384	--
2000	10,000	138.1%	10,520	122.9%	512,637	41.1%
2010	13,000	30.0%	13,520	28.5%	700,770	36.7%
1990-2010		209.5%		186.4%		92.8%

<sup>1</sup>1976 General Plan Area

Source: *Stanislaus County Projections*, Stanislaus Area Association of Governments, November 1989.

As Table III-7 indicates, SAAG projects that Newman will grow from a population of 4,200 in 1990 to 10,000 in 2000, and to 13,000 in 2010. SAAG's projections allocate new development to each city in the county based on historic distributions from 1970 to 1989. Thus, SAAG's forecasts of Newman's growth do not incorporate some of the critical market forces facing Newman, discussed in Chapter IV, Economic Conditions and Fiscal Considerations.

The SAAG forecast of residential growth also made no specific assumptions of the possibility of development of one or more major new developments proposed on the West Side. Four of these proposed developments lie within a 15-mile radius of Newman, including Lakeborough, Diablo Grande, Mapes Ranch, and Santa Nella. A summary of the major proposed developments in the region is provided in Table I-5 in Chapter I, "Land Use."

## **FINDINGS**

- Newman's most dramatic population growth occurred in the late 1980s, with an increase of 18.0 percent from 1989 to 1990. This increase was primarily a result of persons employed in the Bay Area who moved to Newman for its relatively affordable housing.
- Newman's population increased by 49.0 percent from 1980 to 1990, and is estimated at 4,599 as of January 1, 1992.
- In 1990, Newman had a younger population than seen countywide and statewide. While 33.9 percent of Newman's residents were under 18, only 30.6 percent of the county's and 26.0 of the state's residents were under 18.
- In 1990, 43 percent of Newman residents identified as of Spanish origin, compared with Stanislaus County's 21.8 percent and California's 25.8 percent. At 54.0 percent, Newman had a lower proportion of white residents than Stanislaus County as a whole (70.5 percent), but was closer to the state's proportion (57.2 percent).
- In 1990, Newman had a higher percentage (35.8 percent) of married-couple families with children than either the county (32.3 percent) or the state (26.9 percent).
- The 1990 Census indicated that Newman's population was very stable, with a high proportion of long time residents. Half of Newman's residents had lived in the same house for five years or more.
- According to population projections for Stanislaus County, western Stanislaus County will grow from 12,239 in 1988 to 114,957 in 2010, more than a ten-fold increase.
- The Stanislaus Area Association of Governments projects that Newman's population will grow from 4,200 in 1990 to 10,000 in 2000 to 13,000 in 2010.

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CHAPTER IV

ECONOMIC CONDITIONS AND  
FISCAL CONSIDERATIONS



## **CHAPTER IV**

### **ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS**

#### **INTRODUCTION**

Long-range city development plans must consider market factors and trends as well as fiscal capabilities of the city. This chapter reviews Newman's current economic conditions and the market conditions in the region, and assesses the City's fiscal conditions.

#### **ECONOMIC CONDITIONS**

Newman's General Plan process provides the opportunity to formulate policies to help balance the amount of future residential, commercial, and industrial development. In addition to City policies, however, market forces will also determine the ultimate mix of housing, jobs, and local services. This section discusses Newman's existing commercial and industrial base, and analyzes regional market forces without prejudice toward any set of growth policies or economic development priorities. It is intended to provide an understanding of the market forces that the City must manage in order to achieve General Plan and economic development goals.

In general terms, three trends characterize the current market conditions driving development in Newman and throughout the region: 1) strong demand for housing; 2) relatively slow or sporadic growth in the industrial and commercial office sectors; and, 3) strong retail development clustered in regional centers with some moderate development of local serving retail in Newman. These trends and the market forces affecting them are discussed below.

##### **Housing Demand**

Chapter II, Housing, describes Newman's existing housing stock and recent changes. Until recently, Newman had experienced relatively modest new housing development. Newman's recent strong housing demand and development has been the result of persons employed in the Greater San Francisco Bay Area moving to Newman for its affordable housing. The potential for continued growth of Bay Area commuters seeking affordable housing will directly affect Newman's future growth and economic development. The duration of the strong demand for housing depends primarily on the Bay Area's employment/housing imbalance. It seems likely that the Bay Area will continue to generate employment opportunities in excess of its housing supply for the next 20 years.

Chapter III, Population, describes countywide growth projections prepared by QED Associates for Stanislaus County and by the Stanislaus Area Association of Governments (SAAG). QED's projections analyze two growth scenarios: one in which the number of Bay Area commuters peaks at 20,000 in the year 2000 and then remains constant, and one in which the number of commuters peaks at 30,000 in the year 2000 and declines slightly, but local employment growth increases more rapidly. The QED forecast did not estimate Newman's share of countywide population or employment growth.

SAAG's projections assume that Stanislaus County will continue to attract over 17 percent of the 1.8 million new people moving to "outer Bay Area" counties by 2010. SAAG's analysis projects that new residential development will be most rapid in western Stanislaus County, because the West Side has convenient access to the major Bay Area commute corridors (Interstate 5/580 and Highway 152).



While the demand for housing to accommodate Bay Area commuters could sustain strong housing demand for the West Side as a whole, the extent of the market pressure on Newman will also depend on the extent to which other West Side communities permit rapid residential development and the extent to which Stanislaus, San Joaquin, and Merced Counties approve major proposed developments in the western San Joaquin Valley.

The SAAG forecast of residential growth made no specific assumptions of the possibility of development of one or more major new developments proposed on the West Side. Four of these proposed residential developments lie within a 15-mile radius of Newman, including Lakeborough, Diablo Grande, Mapes Ranch, and Santa Nella. A summary of the major proposed developments in the region is provided in Table I-5 in Chapter I, "Land Use."

Most of these new towns, if developed, would directly compete with Newman in terms of the potential for the development of new housing to serve Bay Area commuters the next 20 years.

### **Commercial and Industrial Development**

Newman's industrial and employment base has historically been based on agricultural-related industries and manufacturing, as indicated by 1990 Census data. In 1990, Newman's economy was based primarily on four industrial groups: retail trade, agriculture and related services, nondurable goods manufacturing, and durable goods manufacturing. Table IV-1 lists the industries and occupations of the 1,490 employed Newman residents as reported by the 1990 Census.

**TABLE IV-1**  
**EMPLOYMENT IN NEWMAN**  
**1990**

<b>Industry</b>	<b>Number of Employees</b>	<b>Percent</b>
Agricultural, forestry, fisheries, and mining	211	14.2
Construction	60	4.0
Nondurable goods manufacturing	185	12.4
Durable goods manufacturing	154	10.3
Transportation	77	5.2
Communications and public utilities	25	1.7
Wholesale trade	48	3.2
Retail trade	298	20.0
Finance, insurance, real estate	49	3.3
Business and repair services	58	3.9
Personal, recreation services	69	4.6
Health services	86	5.8
Educational services	87	5.8
Other professional services	56	3.8
Public administration	27	1.8
<b>Total</b>	<b>1,490</b>	<b>100.0</b>
<b>Occupation</b>		
Executive, administrative, managerial	139	9.3
Professional specialty	71	4.8
Technicians and Related support	31	2.1
Sales	191	12.8
Administrative support, clerical	137	9.2
Private household	5	0.3
Service	198	13.3
Farming, forestry, and fishing	156	10.5
Precision production, craft	259	17.4
Machine operators, assemblers, and inspectors	130	8.7
Transportation and material moving	128	8.6
Handlers, equipment cleaners	45	3.0
<b>Total</b>	<b>1,490</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990

The Newman Chamber of Commerce also compiled a list of Newman's major employers in May 1989, listed in Table IV-2. As Table IV-2 indicates, there were seven manufacturing plants in the Newman area as of May 1989: Leprino Foods, Simon Newman Inc., F&A Dairy, E&M Electric, Wonder Industries, Newman Flange, and Spec-5-Steel. Major non-manufacturing firms included DiMare Brothers, Vege-Cool, and Foster Farms. Government- and health-related employment, including the Newman-Crows Landing Unified School District, City of Newman, West Side Community Hospital, and San Luis Convalescent Hospital were also major employment generators in the Newman area.

**TABLE IV-2**

**MAJOR EMPLOYERS IN NEWMAN  
May 1989**

<b>Employer</b>	<b>Employees</b>		<b>Type of Business/Operation</b>
DiMare Bros.	125	Seasonal	Tomato packing
Leprino Foods	100		Cheese products
Newman-Crows Landing Unified School District	100		K-12 public education
F&A Dairy of California	80		Whey powder, cheese products
San Luis Convalescent Hospital	64		Full-time convalescent hospital
Newman Flange Fitting Co.	63		Flange manufacturers
Foster Farms Newman Hatchery	60		Turkey egg hatchery
L.D. Maffei Seed Co.	50	Peak	Cleaning, storing, shopping agricultural seeds
West Side Community Hospital	35		Acute care hospital
Simon Newman, Inc (Feed Mill)	30		Custom mixed livestock feeds
Pacific Gas & Electric	26		Direct services and commercial office
Vege-Cool	25	Seasonal	Lima bean and pea harvesting/cleaning
City of Newman	22		General government
Sanwa Bank	22		Banking services
M&M Chevrolet-Buick-Geo	22		Automobile sales and service
Patchett's Ford-Mercury	22		Automobile sales and service
Spec-5-Steel	12		Fabricate and weld steel
Wonder Industries	8		Perlite manufacturing
E&M Electric	5		Electrical contractor

Source: Newman Chamber of Commerce, 1989

The QED forecast of the county's commercial and industrial development projected that Bay Area commuters will continue to drive countywide population growth through the year 2000. After 2000, local employment will increase more rapidly. Two forces will help improve local employment opportunities and reduce the number of residents commuting to work outside the county: 1) an expanding pool of skilled labor willing to accept lower wages to avoid commuting; and, 2) the long-term out-migration of Bay Area business and industries to escape the congestion and high wages in the Bay Area.

The underlying logic of these two forces postulates that Bay Area employers will relocate to Stanislaus County as skyrocketing housing prices and congested freeways inflate Bay Area wage costs and retard the efficiency of Northern California and statewide distribution operations. The relocated firms will hire Stanislaus County residents (including some wage-earners who are presently commuters) who are willing to work for lower wages relative to the Bay Area in exchange for local employment. Based on these assumptions, Table IV-3 presents the County's projection of employment growth by industry.

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**TABLE IV-3**  
**PROJECTED COUNTYWIDE EMPLOYMENT GROWTH**  
**1990-2010**

<b>Selected Industries<sup>1</sup></b>	<b>1990</b>	<b>2010</b>	<b>Annual Growth</b>
Retail Trade	31,800	57,700	3.02%
Manufacturing	25,900	64,000	4.63%
Services	24,100	54,900	4.20%
Construction	7,300	12,000	2.52%
Transportation and Utilities	5,400	9,800	3.02%
Financial, Insurance, and Real Estate	5,200	9,200	2.89%

<sup>1</sup> These are reported as the six fastest growing industries and do not constitute total employment countywide.

Sources: QED Research, SAAG, and Recht Hausrath & Associates

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The forecast assumes agricultural employment will decline slightly through 2010. The retail trade and service sectors are projected to increase the most, both in absolute terms and in terms of growth rate. Individually, the fastest growing employment is projected for manufacturing (specifically durables) and services (especially data processing and other business support functions).

Newman's growth in the industrial and commercial sectors may lag behind the more populated central and eastern parts of the county. The city's existing industries are predominantly based on agricultural production or processing and have only moderate potential for expansion in a best-case scenario. The city's 25-mile distance from the region's major population centers puts it at a competitive disadvantage for commercial and office development or new industries.

While new towns on the West Side, if developed, would compete with Newman for residential and retail development, they could help create market synergies that could attract more commercial and industrial development than the existing cities of Patterson and Newman could independently. Proposed as large, mixed-use projects that would include industrial parks, these new towns could serve as incubators for new industries not currently represented on the West Side.



SAAG's forecast of employment in Newman, presented in Table IV-4, assumes that Newman will maintain the same share of countywide employment growth it held from 1970 through 1989. This assumption may be too simplistic, but it offers a base case scenario that may serve for comparison with the potential development of nearby new towns.

**TABLE IV-4**

**SAAG EMPLOYMENT FORECAST  
Newman General Plan Area<sup>1</sup>  
1990-2010**

<b>Compound</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Annual Growth</b>
Retail and Service	652	1,948	2,614	7.2%
Agricultural and Industrial	566	1,715	2,309	7.3%
Government and Education	168	375	481	5.4%
<b>Total</b>	<b>1,386</b>	<b>4,038</b>	<b>5,404</b>	<b>7.0%</b>

<sup>1</sup>1976 General Plan

Source: *Stanislaus County Projections*, Stanislaus Area Association of Governments, November 1989

### **Retail Development**

Newman's existing retail development is concentrated in the city's downtown along "O" Street, although some heavier commercial uses are located along N Street (Highway 33). Like most cities of its size, Newman lacks many essential retail services, particularly comparison goods. Residents of Newman and other West Side cities regularly drive to Modesto and Turlock to purchase necessity and specialty items.

The State Board of Equalization indicates that there were 49 retail outlets in Newman in 1989. P.J. Donnelly Company prepared an *Economic Impact Study* for the proposed Westside Market Place Shopping Center which estimated Newman's existing retail space and assessed the city's existing and potential retail demand. Donnelly estimated that the 43 largest retail outlets in Newman encompassed a total of 131,000 gross square feet. Table IV-5 shows these estimates by type of retail outlet.

Demand for retail services is directly related to population. Donnelly estimated that Newman's present trade area (i.e., the area in which the population supports Newman's existing retail services) includes the city of Newman, the community of Crows Landing, and the surrounding area, for a total trade area population of 6,800 persons. Donnelly estimates that Newman's current trade area could accommodate an additional 37,000 square feet of retail space at its 1990 population. (This includes additional floor area for businesses which do not meet the square foot totals that Donnelly estimates the Newman trade area

could accommodate. It assumes that Newman will maintain its current floor areas for existing businesses that are higher than Donnelly estimates Newman's trade area can support.

As a result of recent residential growth and demand for growth, a 117,500-square foot community shopping center (including a grocery store, a drug store, and a number of smaller stores) has been approved in Newman, indicating that non-residential developers regard the area's current growth potential as sufficient for expanded local serving retail.

Donnelly projects that development of a community shopping center would double Newman's trade area in size, taking in the city of Gustine and the farming region immediately south of Gustine, for a total trade area population of 17,000 in 1991.

Table IV-5 shows Donnelly's estimates of the square footage by type of retail outlet that Newman would be able to accommodate with its present trade area and with the expanded trade area projected with the development of a community shopping center.

TABLE IV-5

**EXISTING (1990) AND POTENTIAL RETAIL SPACE  
Current and Expanded Newman Trade Area**

Type of outlet	Estimated Existing Square Feet of Floor Area in Newman	Estimated Square Feet of Floor Area Newman's Current Trade Area <sup>1</sup> Could Accommodate	Estimated Square Feet of Floor Area Newman's Future Trade Area <sup>2</sup> Could Accommodate
Supermarket	15,300	31,300	46,900
Drug store	9,600	11,500	17,300
Liquor store	800	2,900	4,300
Hardware	8,900	3,600	5,300
Floor covering	1,200	3,200	4,900
Women's apparel	3,000	6,100	9,200
Jewelry	700	2,000	2,900
Variety	8,000	3,600	5,300
Auto parts	18,500	7,700	11,600
Sporting goods	1,500	2,900	4,300
Restaurant (sit down)	15,000	18,300	27,400
Bar	12,800	16,200	--
Bakery	1,200	1,600	2,400
Delicatessen	2,000	500	700
Florist	1,200	1,600	2,400
Videotape rental	2,000	1,000	1,500
Dry cleaners	4,000	5,300	8,000
Beauty salon	8,000	3,000	4,600
<b>Subtotal</b>	<b>113,700</b>	<b>122,300<sup>3</sup></b>	<b>159,000</b>
Auto dealers	10,000	** <sup>4</sup>	** <sup>4</sup>
Auto repair	7,000	** <sup>4</sup>	** <sup>4</sup>
<b>Total</b>	<b>130,700</b>		

**Retail Outlets not Currently in Newman**

Fast food	--	17,400	26,200
Children's apparel	--	--	1,800
Family shoes	--	--	31,500
Appliances	--	--	8,000
Electronics	--	--	11,300
Pet supplies	--	--	3,400
Gift shop	--	--	9,000
<b>TOTAL</b>	<b>130,700</b>	<b>139,700</b>	<b>250,200</b>

<sup>1</sup>Estimated at 6,800 in 1990<sup>2</sup>Estimated at 17,000 in 1991 (assumes development of community shopping center)<sup>3</sup>Donnelly estimates that Newman's current trade area could accommodate an additional 37,000 square feet of retail space. (This includes additional floor area for businesses which do not meet the square foot totals that Donnelly estimates the Newman trade area could accommodate.)<sup>4</sup>Donnelly did not make any estimates of future square footage of auto dealers and repair

Source: Westside Market Place Shopping Center Economic Impact Report, P.J. Donnelly Co., August 15, 1990

Beyond local-serving retail, Newman's potential to attract subregional retail development to serve communities throughout the West Side depends on two factors: 1) the pace of residential growth in Newman; and 2) competition from adjacent communities.

Newman's ability to attract certain subregional retail development is largely a function of its market area population. If developed, proposed new towns would likely absorb the majority of the West Side's retail development potential because the retail centers built within new towns would be likely to generate larger scale shopping centers than Newman could attract by itself. The fiscal benefits (i.e., property and sales taxes), therefore, would not accrue to the city of Newman. In the long-term, however, the greater mass of residential development in the new towns plus a larger population in Newman could attract some larger-scale retail development to Newman.

The likelihood of large-scale mixed use developments like Lakeborough, Diablo Grande, Gateway, or Santa Nella is uncertain, however, while there is reasonable certainty that the West Side cities will continue to annex land presently in their urban spheres. This "base case" pattern of development should generate sufficient residential populations such that local serving retail can expand at a moderate rate.

Newman's potential to attract commercial development beyond a community shopping center probably is contingent upon the city having a greater population as a "critical mass". .

## **FISCAL CONSIDERATIONS**

For purpose of analysis, this chapter analyzed the City budgets for Fiscal Years 1989 and 1990. The City of Newman experienced the most rapid growth in assessed valuation of any city in the county during the fiscal year 1989. The development of four new residential subdivisions in the city increased the total assessed value 35 percent during Fiscal Year (FY) 1989, while the average increase for Stanislaus County as a whole was 15 percent. The city shows signs of attracting new retail services to support the growing population, while office and industrial development still lags behind the strong demand for new housing.

During 1989, the city hired new senior staff, including a new city manager, planner director, and financial officer. This turnover made it difficult for the City to provide detailed information about its past fiscal trends, budgeting issues and accounting procedures. In fact, recent changes in the City's accounting procedures has distorted some of the budget trends. Unfortunately, the new staff cannot be certain how the figures shown in the recent budgets have been revised to reflect current practices. As a result, the following analysis of recent changes in the City's fiscal condition may be subject to revision as new City staff becomes better acquainted with some of the past procedures and recent changes.

The analysis of the City's fiscal condition first examines the major sources of revenues and then describes recent operation and capital expenditure trends.

## **REVENUE SOURCES**

The City's estimated \$3 million budget (FY 1990) contains five revenue sources: the General Fund, the Enterprise Fund, the Special Revenue Fund, the Capital Project Fund, and Trust Funds. The General Fund accumulates revenues from 41 sources and collectively accounts for 55 percent of Newman's estimated FY 1990 budget. Enterprise Funds contribute 36 percent of the total, and include sewer, water, and special assessment. Special Revenues come from state grants (bonds) for park development, state



subventions for traffic safety, state gas tax for roads and local transportation, state and federal revenue sharing, business license surcharge, and the parkway lighting assessment district. Special Revenues account for about six percent of the FY 1990 budget. Capital Project Funds constitute almost 30 percent of FY 1990 budget revenues. Capital Project Funds include park and recreation facilities, sewer and water residential connection charges and industrial buy-in fees, memorial building rental, and public facility fees (development impact fees). Trust Funds for water constitute less than one percent of City revenues. Table IV-6 shows the amount collected in each fund for FY 1989 and FY 1990. Figure IV-1 depicts the amount collected in each fund for FY 1989. A more detailed discussion of the revenue sources within each of these funds follows.

**TABLE IV-6**  
**REVENUE SOURCES**

<b>Fund Description</b>	<b>Actual FY 1989</b>	<b>Estimated FY 1990</b>	<b>Percent Change</b>
General Fund	\$1,287,259	\$1,325,240	3%
Capital Project Fund	1,042,203	893,780	-14%
Enterprise Fund	577,143	574,370	0%
Special Revenue Fund	317,240	198,604	-37%
Special Assessments	2,680	1,002	-63%
Trust Funds	1,850	3,750	103%
<b>TOTAL REVENUES</b>	<b>\$3,228,375</b>	<b>\$2,996,746</b>	<b>-7%</b>

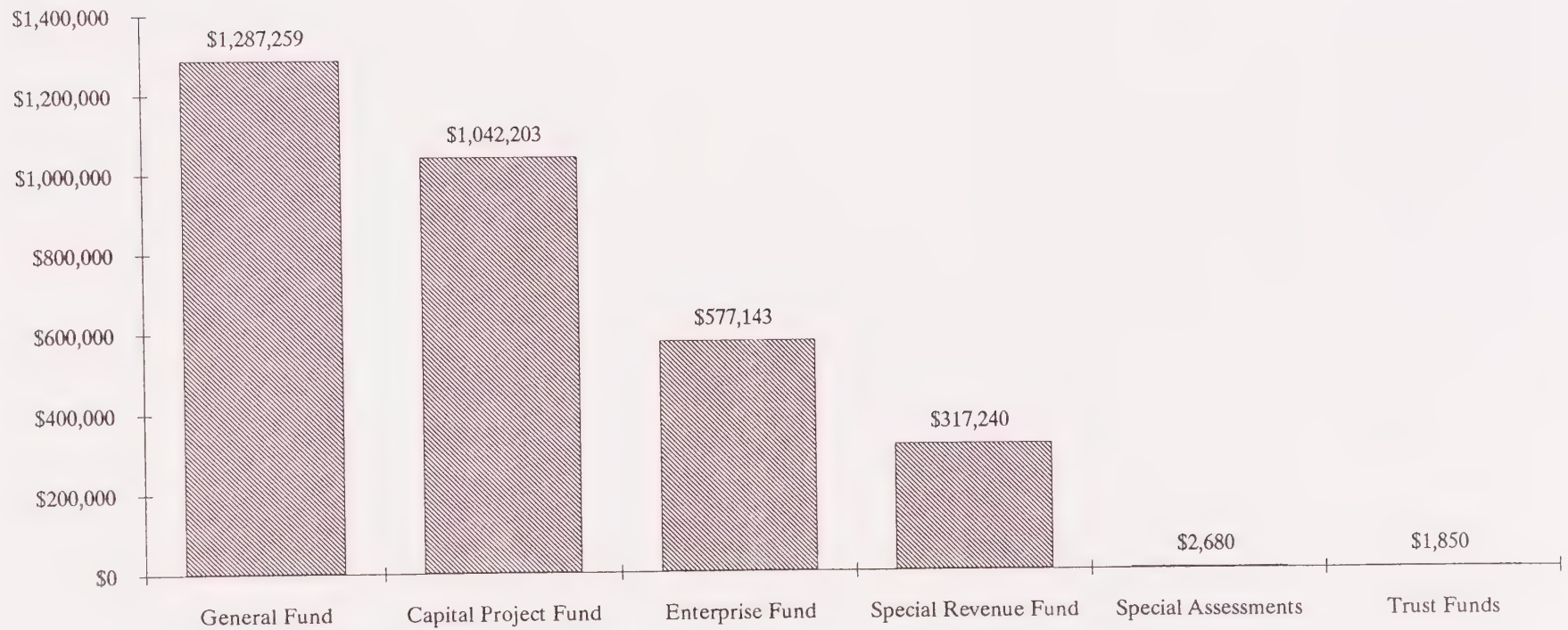
Source: City of Newman Final Budgets: 1987-1988, 1988-1989, and 1989-1990.

### **General Fund**

Newman's General Fund revenues have increased about 165 percent over the past four fiscal years (FY 1987 through FY 1990), growing at an annual compound rate of 31 percent. In the past year, sales tax and property taxes contributed the most, accounting for 23 percent and 18 percent respectively. The third largest source of general funds came from the City's investment of bonds used to construct a new fire station, earning almost \$209,000 in interest. This investment accounted for about 16 percent of the General Fund increase from the previous year. When this windfall is subtracted from the FY 1989 General Fund revenues, the General Fund increased less than 15 percent over the previous year.

The General Fund contains over 40 sources of revenue, although only ten of these sources contribute more than one percent of the General Fund's balance. When adjustments are made for temporary sources (e.g., interest income from bonds), the primary and consistent generators of General Fund revenue are sales tax (27 percent), property tax (22 percent), refuse collection (15 percent) and motor vehicle tax (11 percent). The 37 other sources account for the remaining 25 percent of the city revenues and provide less than five percent each over the past few years. Table IV-7 shows each source and its share of the General Fund.

**FIGURE IV-1**  
**REVENUE SOURCES BY FUND**  
**Fiscal Year 1989**



Source: City of Newman Final Budget, 1989



## Property Taxes

The City taxes real and personal property at one percent of its assessed value. Each year the City reassesses existing property, but it may not increase the assessed value from the previous year more than two percent. This limit, imposed by Proposition 13, severely constrains the potential growth of property tax revenues. Fortunately, the City's assessed value has increased faster than the two percent cap allowed for existing properties because new development is assessed at its current market value, as is existing property when it changes ownership or has significant improvements made.

From 1987 to 1988, the City's assessed valuation remained virtually flat. The following year, the City's assessed valuation rose almost 15 percent, and over FY 1990, the county assessor projects that the total assessed value in Newman will increase from \$92.5 million to almost \$124 million, a jump of 34 percent over the previous year. In comparison, the assessed value countywide increased only 15 percent. Most of this increase can be attributed to the new subdivisions being constructed in the city. Although no statistics are available concerning resale activity in Newman, about 32 percent of the properties countywide were reassessed because of change of ownership or major construction. If the recent pace of new development is not sustained, however, FY 1990's jump in assessed value will subside to a lower rate of increase. For instance, if the city experienced no new development, resale, or improvements during FY 1990, the city's assessed value would increase closer to the two percent maximum allowed by Proposition 13.



TABLE IV-7

**GENERAL FUND REVENUES**  
**FY 87/88-90/91, Current Dollars**

Revenues Sources	FY 1987	%	FY 1988	%	FY 1989	%	Estimated FY 1990	%
Sales/Use Tax	\$136,476	27.3	\$230,636	24.6	\$292,625	22.7	\$280,000	211
Property Tax Total	137,772	27.6	250,586	26.7	234,359	18.2	261,460	197
Fire Station Loan Proceeds	0	0.0	0	0.0	208,788	16.2	141,000	106
Refuse Collecting	0	0.0	167,284	17.8	161,082	12.5	181,000	137
Motor Vehicle Tax	123,655	24.8	101,007	10.8	117,940	9.2	122,640	93
Building Permits	7,944	1.6	16,499	1.8	62,489	4.9	60,000	45
Engineering Inspection	0	0.0	51,794	5.5	43,420	3.4	35,000	26
Franchises	8,208	1.6	32,410	3.5	31,982	2.5	34,000	26
Interest Income Non-Tax	11,442	2.3	17,459	1.9	22,023	1.7	22,500	17
Business License	11,182	2.2	10,749	1.1	17,947	1.4	14,000	11
Miscellaneous	230	0.1	10,947	1.2	13,890	1.1	5,000	04
Plan Checking	1,640	0.3	6,361	0.7	12,744	1.0	7,000	05
Planning Fees	7,554	1.5	799	0.1	11,280	0.9	2,500	02
Home Owner Property Tax Relief	5,167	1.0	2,080	0.2	8,605	0.7	8,500	06
Real Property Transactions	1,723	0.4	1,992	0.2	7,621	0.6	2,000	02
Cigarette Tax	7,010	1.4	9,490	1.0	7,613	0.6	7,680	06
Business Inventory Tax Relief	7,949	1.6	4,240	0.5	6,227	0.5	990	01
Swimming Pool	2,673	0.5	4,154	0.4	5,378	0.4	4,000	03
Memorial Rent	3,303	0.7	3,043	0.3	3,620	0.3	2,500	02
City/County Building	3,304	0.7	4,611	0.5	3,427	0.3	4,000	03
West Stanislaus Fire District	0	0.0	2,314	0.3	2,356	0.2	2,200	02
CCCJ/Post Reimbursement	3,377	0.7	1,368	0.2	1,942	0.2	5,000	04
Refunds & Reimbursements	9,481	1.9	489	0.1	1,460	0.1	4,500	03
Trailer Coach Fee	358	0.1	580	0.1	1,170	0.1	500	00
Rents/Concessions	4,576	0.9	1,705	0.2	1,133	0.1	1,600	01
Other Code Fines	476	0.1	2,226	0.2	1,018	0.1	1,000	01
Police Department	609	0.1	1,697	0.2	883	0.1	1,000	01
Deposits Memorial Building	-333	-0.1	0	0.0	750	0.1	400	00
Lot/weed Cleaning	0	0.0	47	0.0	635	0.1	500	00
Strong Motion Tax	51	0.0	140	0.0	525	0.0	450	00
Other Permits	739	0.2	772	0.1	448	0.0	500	00
Dog License	371	0.1	1,210	0.1	446	0.0	600	01
Employee Insurance Contract	0	0.0	0	0.0	394	0.0	320	00
Sale of Properties	0	0.0	225	0.0	309	0.0	104,100	79
Animal Shelter	249	0.1	163	0.0	226	0.0	200	00
Misc., Filing	0	0.0	0	0.0	0	0.0	250	00
Memorial Building: Fines	0	0.0	0	0.0	0	0.0	100	00
State Mandates	0	0.0	0	0.0	0	0.0	500	00
Other Current Service Charges	1,973	0.4	0	0.0	0	0.0	100	00
Curb/Gutter	0	0.0	0	0.0	0	0.0	100	00
Interest/Tax Balances	0	0.0	0	0.0	0	0.0	5,000	04
<b>TOTAL GENERAL FUND</b>	<b>\$499,159</b>		<b>\$939,077</b>		<b>\$1,286,755</b>		<b>\$1,324,690</b>	

Source: City of Newman Final Budgets: 1987-1988, 1988-1989, and 1989-1990

The projected budget for FY 1990 estimates that property taxes will increase by 20 percent over FY 1989. As is typical of most cities throughout California, Newman's property tax revenues have been declining as a share of total General Fund revenues. Although the absolute dollar amount has increased over 70 percent, property taxes as a share of total revenues have decreased from 28 percent to 18 percent over the past three years. While sales taxes have also declined from 27 percent to 23 percent of General Fund revenues during this period, their absolute dollar amount has increased by 114 percent.

Generally, suburban single-family residential development will generate more in tax revenues over the first 15 to 20 years than it will cost the city to provide services. New housing development in Newman to accommodate Bay Area commuters, therefore, may result a fiscal surplus over the next 20 years.

### Sales/Use Tax

The City collects sales/use taxes from two types of transactions: retail and business-to-business. The City does not have data indicating the breakdown of sales tax revenues between these two types of transactions. The City's Finance Officer, however, estimates that consumer retail accounts for about 20 percent of the total and the remaining 80 percent is equally divided between industrial transactions and wholesale activity. For example, Laidlaw Bus Company sells buses to school districts, which is considered an industrial or wholesale activity.

The consumer demand generated by the recent development of new residential subdivisions has not produced a proportional jump in city sales tax revenues, largely because the development of new retail commercial development has not accompanied Newman's population growth. Newman's lack of retail services results in local residents purchasing retail goods in Modesto and Turlock or in the Bay Area where many new residents commute to work. This phenomenon is described as "leakage," because the City loses potential sales tax revenue from money spent by local residents to other cities.

P.J. Donnelly estimates that a minimum of \$7.4 million per year in sales tax revenues are lost to the city of Newman by local residents shopping in other communities. If the loss of potential new and used auto sales were factored in, Donnelly estimates that leakage could be nearly \$9 million per year.

Expansion of retail services in Newman will eventually stem this leakage of consumer purchases and the loss of sales tax revenues. For the next five years, however, Newman's underdeveloped retail services will allow the city's potential sales tax revenues to be leaked to other communities.

### Fire Station Loan Proceeds

This income is the result of the City's investment of its fire station construction bonds in an interest-bearing account. The City projects that it will earn about \$141,000 from one more year of interest income. As discussed previously, these earnings are temporary and will have no lasting significance on the City's budget.

### Refuse Collections

The City contracts with the Bertolotti Disposal Company for refuse collection. The City collected just over \$161,000 for refuse collection during FY 1989, up 13 percent from the year before. The City retains 15 percent of these funds for the General Fund and passes the rest of the revenues on to the private contractor. The City has accepted a 14 percent increase for contract services for FY 1990 because of higher labor costs and tipping fees.

### Motor Vehicle Tax

The City of Newman received \$117,940 from the State as its allocation of vehicle registration fees collected by the Department of Motor Vehicles. This state subvention accounted for about nine percent of the City's gross General Fund revenues (11 percent when the revenues are discounted for the temporary fire station interest income). The allocation is based entirely on the city's population as estimated by the California Department of Finance. The FY 1989 allocation was 17 percent higher than the previous year and the City expects FY 1990's amount will increase nine percent. The State may adjust the recent allocations upward because the city's population has increased substantially since 1989 while statewide growth has averaged about 2.5 percent annually. The FY 1988 figure was 18 percent lower than the amount the city received in FY 1987.

### Enterprise Funds and Capital Project Funds

Enterprise Fund expenditures are dedicated exclusively to the maintenance, operation and expansion of the City's sewer, wastewater treatment plant, and water system. The City accumulates enterprise funds through sewer and water charges and development impact fees. The City's requires dedications or assesses impact fees on a case-by-case basis though the negotiations of development agreements and subdivision maps. The development impact fees assessed for police, fire, city hall, parking and general plan netted \$289,849 in FY 1989 and will generate an estimated \$118,380 in FY 1990. New development has also provided capital improvements or in-lieu funds for park, storm drainage, streets, and school facilities.

### Special Revenue Funds

The City controls six Special Revenue Funds funded through state subventions, fines, and special assessment districts. These funds must be spent on designated services and facilities. The six Special Revenue Funds are: park grants (state bond acts); traffic safety; parkway maintenance and lighting; street repair and maintenance (gas tax); business license surcharge; and street construction and local transit commission (LTC).

### Trust Funds

The City supervises two Trust Funds: water trust and gifts and trusts. The water trust collects revenues from user charges. These funds are used to pay of bonds issued for the construction of the City's water distribution system.

## **OPERATING EXPENSES**

The City uses its General Funds to cover the operating expenses of general government, public safety, and public works. The city has not used General Funds for capital facility construction. During the past fiscal year (1989), public works consumed 39 percent of the General Fund, followed by public safety (37 percent) and general government (24 percent). Table IV-8 shows the past two years of expenditures, the relative shares of various expenditures to the total budget (see footnotes) and the percent change of actual expenditures in FY 1989 to estimated expenditures in FY 1990. Figure IV-2 depicts expenditures for FY 1989.



## **General Government**

General government includes six functions or departments: council; manager; clerk; treasurer; attorney; and planning. Expenditures consist almost exclusively of operating costs (mostly salaries, wages, and benefits) and building and vehicle maintenance. These costs increased 51 percent from the previous fiscal year.

## **Public Safety**

Public Safety consists of police, fire and building regulations. Expenditures in public safety reached almost \$800,000 in FY 1988 when construction began on the new fire station. Since then, the expenditures have dropped 32 percent and consist mainly of the operating costs associated with the three services.

Police: The Police Department operates four patrol cars with six full-time officers. The City uses County communications system (including a 911 operator) for dispatching. Police expenditures from the General Fund increased 11 percent over the previous fiscal year because of higher full-time and part-time personnel costs.

Fire: The City's Fire Department operates out of a new fire station which began operating in 1989. The West Stanislaus Fire District provides backup support. The new station's \$334,000 cost (i.e., construction, site improvement, land acquisition, and engineering costs) accounted for 46 percent of the previous year's public works expenditures. When the station cost is removed, the FY 1989 expenditures did not change from the previous year. The department currently has a full-time chief and an all-volunteer 30-person force. The City has two engines (plus one engine available for initial response from the West Stanislaus Fire District), one rescue unit, and other vehicles stationed in Newman.

The 13 percent decrease in General Fund expenditures from the previous year may be attributed more to improvements to the city's water supply than to the completion of the new fire station. The station's cost was financed with municipal bonds and debt service was paid out of the fire district's share of property taxes. The fire station was completed in 1989, and the City's FY 1989 public safety expenditures dropped 38 percent from the previous year.

The City's fire insurance rating was lowered from 7 to 5 four years ago. (Insurance Service Office (ISO) ratings range from 1 to 10, 1 being best). An all volunteer force cannot receive a rating lower than 4. The lower rating has a positive influence on the city's commercial development. Although the new station has capacity for an additional engine and personnel, the City has no plans for additional equipment or hiring of a career force.



TABLE IV-8

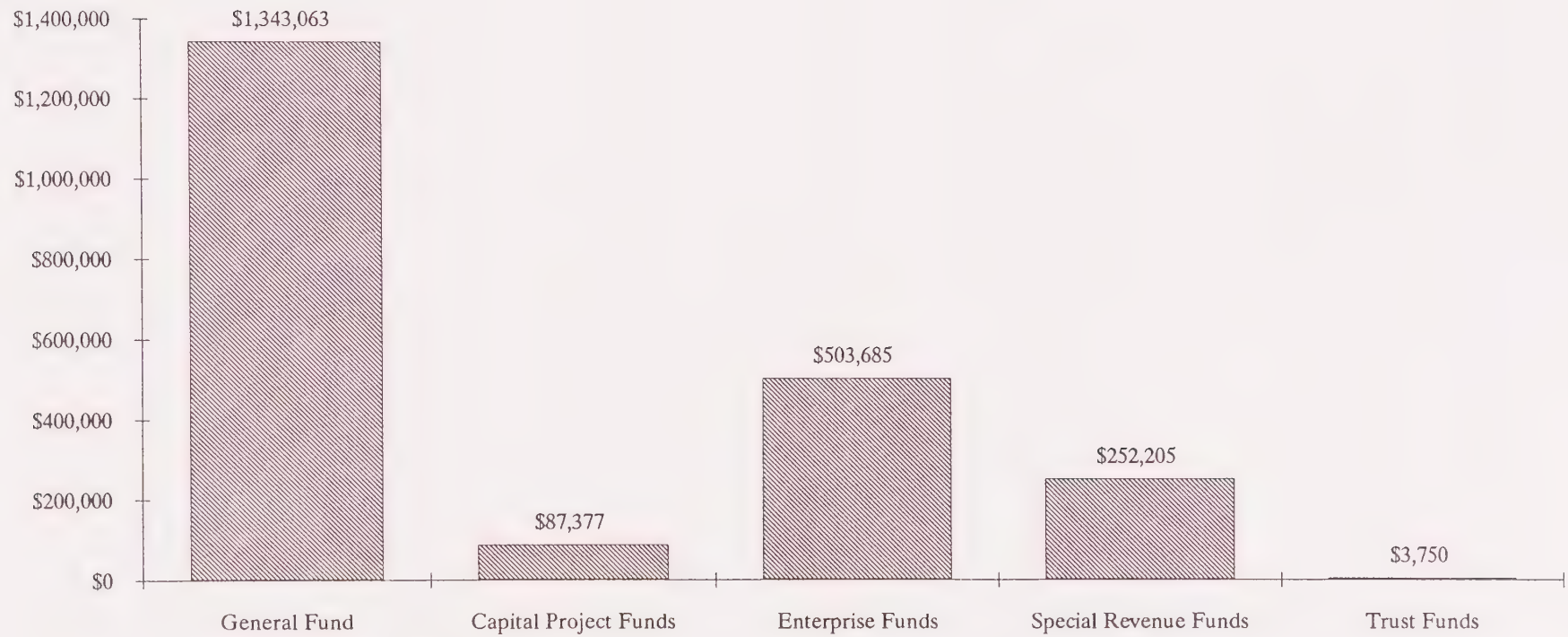
## SUMMARY OF EXPENDITURES BY FUNCTION

EXPENDITURES	Actual FY 1989	%	Estimated FY 1990	%	Percent Change
<b>General Funds</b>	\$1,343,063	61 <sup>a</sup>	\$1,456,251	55	8
General Government	200,480	15 <sup>b</sup>	347,439	24	73
Public Safety	798,897	59 <sup>b</sup>	539,609	37	-32
Police	374,566	47 <sup>c</sup>	417,243	77	11
Fire	374,566	46 <sup>c</sup>	54,260	10	-85
Building Regulations	59,152	7 <sup>c</sup>	68,106	13	15
Public Works	343,687	26 <sup>b</sup>	569,203	39	66
Engineering and Streets	60,177	18 <sup>d</sup>	240,322	42	299
Street Lighting	26,372	8 <sup>d</sup>	37,000	7	40
Storm Drainage	5,808	2 <sup>d</sup>	7,315	1	26
Refuse Disposal	147,470	43 <sup>d</sup>	162,200	28	10
Tree Maintenance & Weed Abatement	21,880	6 <sup>d</sup>	28,730	5	31
Parks and Recreation	79,841	23 <sup>d</sup>	91,386	16	14
Corporate Yard	2,139	1 <sup>d</sup>	2,250	0	5
<b>Enterprise Funds</b>	503,685	23 <sup>a</sup>	936,370	36	86
Sewer and Surcharge	229,892	46 <sup>e</sup>	258,088	28	12
Water	273,793	54 <sup>e</sup>	678,282	72	148
<b>Special Revenue Funds</b>	252,205	12 <sup>a</sup>	121,466	5	-52
State Park Grant	20,000	8 <sup>f</sup>	20,000	16	0
Traffic Safety	18,146	7 <sup>f</sup>	9,415	8	-48
Parkway Maintenance and Lighting	1,984	1 <sup>f</sup>	8,860	7	n/a
Street Maintenance (Gas Tax)	82,605	33 <sup>f</sup>	64,891	53	-21
Business License Surcharge	0	0 <sup>f</sup>	3,300	3	n/a
Street Construction/LTC	129,471	51 <sup>f</sup>	15,000	12	-88
<b>Capital Project Funds</b>	87,377	4 <sup>a</sup>	110,000	4	26
Sewer Waste Capacity	87,377		110,000		
<b>Trust Funds</b>	3,750	0.2 <sup>a</sup>	2,500	0.1	-33
Water Trust	3,750		2,500		
<b>TOTAL</b>	<b>\$2,190,080</b>		<b>\$2,626,587</b>		<b>20</b>

<sup>a</sup> percentage of total budget<sup>b</sup> percentage of the General Fund expenditures<sup>c</sup> percentage of public safety expenditures<sup>d</sup> percentage of public works expenditures<sup>e</sup> percentage of enterprise funds<sup>f</sup> percentage of special revenue funds

Source: City of Newman Final Budgets: 1987-1988, 1988-1989, and 1989-1990

**FIGURE IV-2**  
**EXPENDITURES BY FUND**  
**Fiscal Year 1989**



Source: City of Newman Final Budget, 1989



## **Public Works**

Public works expenditures cover the operating and maintenance costs for eight city services. This group of services usually consumes the largest portion of the General Funds, accounting for 39 percent of the total City budget. Recent changes in accounting practices, however, make it difficult to analyze trends of specific expenditures within the Public Works Department. Estimated expenditures for the FY 1990 budget show engineering as having the highest departmental obligations (42 percent of the Public Works Department's expenditures), refuse disposal expenditures were the second largest, although all cost were covered directly by user charges, and parks and recreation consumed 16 percent. Street lighting, storm drainage, weed abatement, street tree maintenance, and the corporate yard accounted for the remaining 14 percent.

### **Engineering and Street Lighting**

The City's engineering expenditures increased almost three-fold from \$60,177 in FY 1989 to \$240,322 in FY 1990. This last year's expenditures included fees paid to two private engineering firms (for the design of streets, water, sewer, and other infrastructure for five new subdivisions). These costs used 42 percent of the public works budget. The City received state subventions (gas tax) for street maintenance costing \$82,606 in FY 1989 and an estimated \$64,891 in FY 1990. Street construction costs dropped from \$129,471 (FY 1989) to an estimated \$15,000 this past year.

### **Refuse Disposal**

The City's contract with the private refuse disposal company (Bertolotti) increased about \$12,330 over the past year because of the higher labor costs and tipping fee. The City keeps 15 percent of the fees collected for the General Fund.

### **Parks and Recreation**

The operation and maintenance of City parks and recreation programs cost \$29,362 in FY 1989. The combined costs are estimated to increase about 14 percent to \$91,386 in FY 1990. The City collected \$153,000 in park facilities fees in FY 1989 compared to an estimated \$60,000 in FY 1990.

### **Corporate Yard**

The operation and maintenance of the City's corporation yard remained nearly unchanged from the previous year. The Public Works Department describes the yard as run down and too small. Furthermore, the city has discovered a potential toxic waste problem that would be expensive to remedy. The petroleum distributor located on the site adjacent to the yard has shown interest in purchasing the land from the City. If the City sold the land, the distributor would clean up the toxic waste problem.

### **Water and Sewer Systems**

During FY 1989, construction activity on the city's water system amounted to \$273,793 (54 percent of the enterprise funds). The city recently shut down one of three operating wells because of chemical contamination. The Public Works Department spent \$678,282 last year on development of "Well No. 6", almost one and a half times the amount spent during the previous year. The department committed a \$0.25 million in FY 1990 to complete drilling of Well No.6, and this third water source is on-line. The department will begin development of Well No. 7, expected to cost \$0.25 million over the first year.



The City budget contains four categories of expenditures and matching funding sources for the operation and expansion of its sewer system and waste water facilities:

- 1) Enterprise Funds derived primarily from water user charges (\$258,088 estimated in FY 1990) for the operation and expansion of the sewer system;
- 2) Public Facility Improvements and Sewer Waste Capacity Funds derived from residential connection charges and industrial buy-in fees are used to fund the construction of lift stations and retention ponds;
- 3) Wastewater Treatment Plant Expansion Fund received developer dedications to fund the plant's expansion.
- 4) Lift station surcharge is added to the user fees to cover the operating cost of pumping wastewater.

## **FINDINGS**

- Strong demand for housing is likely to continue in Newman and the region as a result of a housing/employment imbalance in the Bay Area. The extent of the market pressure on Newman will also depend on the extent to which adjacent communities permit rapid residential development and the County approves the proposed "new towns" in unincorporated areas in western Stanislaus County.
- Forecasts project the Bay Area commuters will play a significant role in driving countywide population growth through 2000, at which time market forces will help improve local employment opportunities and lessen the significance of residents commuting to work outside the county.
- Newman's major industries are based on agriculture and manufacturing. Government and health-related employment are also major employers in the Newman area. Newman's future growth in the industrial and commercial sectors may lag behind the more populated central and eastern parts of the county.
- In 1990, Newman had an estimated 131,000 gross square feet of retail floor area in 43 retail outlets. P.J. Donnelly estimates that Newman could accommodate an addition 37,000 square feet of floor area of retail space with its current trade area population of 6,800. Donnelly estimates that Newman could double its trade area population with the development of a community shopping center.
- Beyond local-serving retail, Newman's potential to attract subregional retail development to serve communities throughout the West Side depends on two factors: the pace of residential growth in Newman and competition from adjacent communities and new towns.
- The City of Newman experienced the most rapid growth in assessed valuation of any city in the county during fiscal year 1989. Newman's total assessed value increased by 35 percent, largely as a result of new subdivisions, while the countywide assessed valuation increased by 15 percent.
- Newman's lack of retail services has resulted in "leakage" of sales tax revenues when Newman residents go to other communities to purchase retail goods. P.J. Donnelly estimates Newman's leakage to be \$7 to \$9 million dollars per year in sales tax revenues.

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CHAPTER V

TRANSPORTATION  
AND CIRCULATION



## CHAPTER V

### TRANSPORTATION AND CIRCULATION

#### INTRODUCTION

A city is both defined and constrained by the network of highways, roads, streets, and transit services that move its residents and goods through and in and out of the city. Because of Newman's size, mobility within the city is still relatively easy.

This chapter discusses Newman's transportation system and services, including streets and highways, parking, public transit, air service, and rail service.

#### STREET AND ROADWAY SYSTEM

##### Regional Context

Newman is located in western Stanislaus County within the Interstate 5 transportation corridor. The nearest interchange to I-5 is approximately 4.5 miles to the west via Stuhr Road. Regionwide access is also provided by State Route 33, connecting to Crows Landing and Patterson to the north and to Gustine to the south. Upper Road provides a "back door" connection to I-5 interchanges to the south. Merced Street and Hills Ferry Road provide access to Turlock, Modesto and the State Route 99 corridor to the east.

##### Functional Classification of Roadways

The street system which serves a city can be described in a hierarchical fashion, relating to the functional classification of the streets and highways. The functional classification system recognizes that a street system has two primary purposes:

- To provide mobility throughout a community
- To provide access to the individual properties that make up the community.

As a community becomes more urbanized, pursuit of these two goals can lead to conflicts if not properly managed. In particular, unrestricted access on streets which carry heavy traffic volumes can reduce the capacity of those streets, leading to congestion. For this reason, it is desirable to classify streets according to their traffic-carrying ability and the degree to which access can be provided. Newman's street system can be classified according to four basic functional types of roadways:

Freeways: Freeways provide the highest level of mobility and the lowest level of access. Access is permitted only at selected interchanges spaced from one-half to five miles apart. For the foreseeable future, only Interstate 5 in the Newman area is likely to be designated as a freeway.

Arterial Streets: Arterial streets are the main traffic servers within a community. They provide connections to the freeway system and to the city's major traffic generators. They also provide access to collector streets as a means of distributing traffic through the community. Ideally, access to arterial streets should be limited to collector streets and to driveways to major traffic generators such as



shopping centers, hospitals, or major industrial facilities. It is preferable that local streets and private homes not have direct access to the arterial, as driveways are a significant constraint on arterial street capacity.

Arterial streets usually provide four to six travel lanes plus a left turn median, and they are typically spaced at one-mile intervals in the urban circulation system.

Collector Streets: Collector streets serve a dual function of land access and mobility. They "connect" the local streets to the arterial street system and also provide direct access to fronting properties. The streets usually provide two lanes for moving traffic plus a parking lane and possibly bicycle lanes. Left turn lanes can be provided throughout, or can be limited to intersections with arterials and other collectors. Cities have varying standards regarding the amount of land access provided on collectors. Some cities allow residential and commercial driveways to front onto collectors, while others limit access to commercial properties at selected intervals. The choice is usually related to the degree to which the collector streets must serve overloaded arterial streets in the vicinity.

Collector streets are usually placed midway between arterial streets, or approximately one-half mile from the nearest parallel arterial.

Local Streets: The principal function of local streets is to provide access to the adjoining properties. Most local streets serve residential properties, and the better designs try to limit through traffic on these streets. Effective design of a local street usually tries to limit its width to allow for two moving lanes and two parking lanes; traffic volumes are best limited by ensuring that the streets are not continuous for more than one-half mile.

In addition, alleys in the older section of Newman provide primary access to some residences and also serve as access for service vehicles.

Figure V-1 indicates the functional classification of roadways in Newman set forth in the *1976 General Plan*. This classification serves to evaluate the classification of existing streets.






### Physical Constraints on the Street and Roadway System

Physical constraints on the City's circulation system are the natural and man-made local features that limit existing and future roadway connections and alignments, and thereby constrain the community's access and circulation capacity. The primary physical constraints on the city's circulation are the following:

- The Southern Pacific Railroad located to the west of N Street (Highway 33): Traditionally, gaining additional at-grade crossing of rail lines in California has been difficult, and funding grade crossings has been even more difficult. It is unlikely that sufficient volumes will be generated on any of the at-grade crossings in Newman to qualify for State funding of a grade crossing, particularly in view of the low level of rail traffic. It may be necessary to identify existing locations where grade crossings can be closed in order to permit opening of a new crossing location. Highway 33, parallel to the railroad tracks, also serves as an impediment to east-west circulation because of the traffic volumes. No stop signs or lights can be placed on Highway 33 without the consent of Caltrans.
- Canals: It is more costly to provide the structures to cross canals, streams and rivers than to simply pave over level ground; thus waterways are sometimes seen as a constraint on the roadway system. In Newman, since none of the waterways are navigable, these constraints may be treated either as a



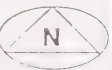
FIGURE V-1  
FUNCTIONAL ROADWAY  
CLASSIFICATIONS

-  State Highway
-  Major Arterial
-  Secondary Arterial
-  Residential Collector
-  Industrial Collector

Source: City of Newman General Plan,  
1976

Scale in Feet  
0 250 500 1,000

Base Map prepared by Lew Davis, June 1990



**City of  
Newman**





means to shape the land use and roadway system, or they can simply be considered an additional cost required to provide an urban form responsive to other shaping forces.

- **Existing rights-of-way:** An initial review of the city's street system indicates that with one exception, there should be more than adequate roadway surface and right-of-way within the existing city to accommodate future needs, with two exceptions. Yolo Street has a roadway surface of 42 feet from N Street/Highway 33 to Q Street and 32 feet from Q to S Street. If Yolo is to serve as either a collector or arterial, the existing right-of-way may not be sufficient in this area. Highway 33 may also be limited if expansion to four lanes is needed.
- **Location of schools:** Wherever possible, it is desirable to locate schools so as to minimize conflict between high traffic volumes and school children crossing the street. Preferred locations insulate the school from passing traffic and can help to concentrate crossing points into locations that can be effectively managed either by crossing guards or by traffic control devices. A potential problem exists in Newman along Hardin Road north of Yolo Street. The location of the high school on the west side of the street, the junior high on the east side and parks on both sides of the street will lead to significant levels of pedestrian crossings in this area.

The location of Hardin Road (and its position as a natural extension of T Street which could potentially connect through the heart of the city) would typically lead to Hardin Road being designated as a collector or arterial street as future development occurs. The location of the schools, however, suggests that it would be better to limit Hardin Road to local use. Better design would designate a collector or arterial to the west of the high school campus.

### **Roadway Widths and Physical Characteristics**

Roadways in Newman appear to have been designed to two principal sets of standards. The original part of the city, in which streets parallel or are perpendicular to the Southern Pacific railroad, are almost uniformly 56 feet from curb to curb. (Fig Road north of Yolo is 58 feet wide). Yolo Street varies from 32 to 42 feet, while Inyo Avenue is 42 feet wide.

### **Vehicle-Carrying Capacities of Urban Streets**

The capacity of an urban street is one of the basic tools of measuring the adequacy of the circulation system to serve travel demand. The capacity of any roadway will depend on a number of factors, including: pavement width or number of lanes; channelization of the roadway to provide for separate turning lanes; type of traffic control (e.g., stop signs, traffic signals); presence or absence of pedestrians crossing the street; and relative friction from driveways and parked cars. Of these several factors, the number of lanes on a street and the type of traffic control are the most important.

In most urban situations, signalized intersections serve as gateways or bottlenecks and determine the ultimate capacity of a street. In Newman, volumes are currently so low that traffic signals are not warranted. Four-way stop signs, which are "strongest" traffic control in the city, typically have a lower capacity than traffic signals. When volumes reach the point where the four-way stops begin to restrict capacity, however, these volumes are usually high enough to warrant the installation of a signal. For this reason, it appears logical to follow standard practice in estimating vehicular capacity on the assumption that traffic signals rather than four-way stop signs will ultimately control major intersections in the city, and thus govern the capacity of the city's streets.



Table V-1 identifies the estimated daily capacity of several potential street designs that might ultimately be used in Newman, assuming that traffic signals will ultimately control major intersections. If stop signs continue to be used, uncontrolled streets will tend to have a higher carrying capacity, while cross streets will have a lower capacity.

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**TABLE V-1**  
**DAILY CAPACITY FOR ARTERIAL AND COLLECTOR STREETS**

Facility Type	Capacity
Four-Lane Divided Arterial	25,000
Four-Lane Undivided Arterial	22,000
Two-Lane Undivided Arterial	11,000
Four-Lane Divided Collector	17,000
Four-Lane Undivided Collector	15,000
Two-Lane Undivided Collector	8,000

Source: Dowling Associates, 1990

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The concept of "capacity" requires some explanation. Streets operating at capacity typically operate with stop-and-go conditions that represent urban congestion near its worst. Studies have shown that high capacity and a high quality of service do not go together. For this reason, traffic engineers have developed the concept of "Level of Service," which attempts to relate volume and capacity to quality (or level) of service. Table V-2 defines the six levels of service from the Transportation Research Board's *Highway Capacity Manual*, which is the technical standard for this topic. In urban conditions, the service level can be related to the ratio between volume and capacity, as shown in Table V-3. Urban cities typically select Level of Service C or D as their standard for designing their circulation system.

TABLE V-2

**DEFINITIONS OF LEVELS OF SERVICE  
FOR SIGNALIZED INTERSECTIONS**

**Level of Service "A"** - Describes operations with very low delay (i.e., less than 5.0 seconds per vehicle). This occurs when progression is extremely favorable, and most vehicles arrive during the green signal phase. Most vehicles do not stop at all. Short cycle lengths may also contribute to low delay.

**Level of Service "B"** - Describes operations with delay in the range of 5.1 to 15.0 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay.

**Level of Service "C"** - Describes operations with delay in the range of 15.1 to 25.0 seconds per vehicle. This higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures (i.e., when drivers have to wait through more than one signal change) may begin to appear at this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.

**Level of Service "D"** - Describes operations with delay in the range of 25.1 to 40.0 seconds per vehicle. At LOS D, the influence of congestion becomes more noticeable. Long delays may result from some combination of unfavorable progression, long cycle lengths, or high volume-to-capacity ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.

**Level of Service "E"** - Describes operations with delay in the range of 40.1 to 60.0 seconds per vehicle. This is generally considered to be the limit of acceptable delay. These delays generally indicate poor progression, long cycle lengths, and high V/C ratios. Individual cycle failures are frequent occurrences.

**Level of Service "F"** - Describes operations with delay in excess of 60.0 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with oversaturation (i.e., when arrival flow rates exceed the capacity of the intersection). It may also occur at high V/C ratios below 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such delay levels.

Source: Transportation Research Board, *Highway Capacity Manual*, 1985

TABLE V-3

**SERVICE LEVELS AND MAXIMUM DAILY TRAFFIC VOLUMES  
FOR SELECTED STREET STANDARDS**

Level of Undivided Service	Maximum V/C	4 Lane Divided	4 Lane Undivided	2 Lane Undivided	4 Lane Divided	4 Lane Undivided	2 Lane
	Ratio	Arterial	Arterial	Arterial	Collector	Collector	Collector
A	0.60	15,000	13,200	6,600	10,200	9,000	4,800
B	0.70	17,500	15,400	7,700	11,900	10,500	5,600
C	0.80	20,000	17,600	8,800	13,600	12,000	6,400
D	0.90	22,500	19,800	9,900	15,300	13,500	7,200
E	1.00	25,000	22,000	11,000	17,000	15,000	8,000

It should be noted that the values in Table V-3 are generalizations that can be used as a guide in designing the circulation system. However, if large projects are proposed that have unusual characteristics, such as a high percentage of traffic in the peak hour, it may be necessary to require a more detailed approach and intersection-specific computation of service levels in order to assure that the design is adequate for the proposed use.

**Current Traffic Volumes and Service Levels**

At the time that this report was written, traffic counts were available at limited locations in the city of Newman. Thus a complete quantification of service levels has not been attempted. However, visual observations indicates that there are no traffic capacity problems in the city beyond the occasional minor delays on streets with angle parking, and for vehicles attempting to turn onto N Street/Highway 33.

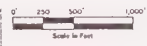
Table V-4 summarizes traffic volume and service level computations based on the capacities in Table V-3. Figure V-2 shows the traffic counts and locations.

**FIGURE V-2**

**AVERAGE DAILY TRAFFIC VOLUMES**  
(Vehicles Per Day)



Sources: Dowling Associates, 1990;  
TJKM, 1989



Base Map prepared by Lee, Garcia, Davis, June 1990



**City of  
Newman**





TABLE V-4

## SERVICE LEVELS AT SELECTED LOCATIONS IN NEWMAN

Street	Near	Daily Volume	Capacity	V/C	Service Level
N Street/Hwy 33	Jensen Rd	5,600 <sup>a</sup>	11,000	.51	A
N Street/Hwy 33	Kern Street	5,500 <sup>a</sup>	22,000 <sup>c</sup>	.25	A
N Street/Hwy 33	Tulare Street	5,000 <sup>b</sup>	22,000 <sup>c</sup>	.23	A
N Street/Hwy 33	N of Jensen Rd	7,500	11,000	.68	B
N Street/Hwy 33	S of Kern St	7,500	22,000 <sup>c</sup>	.34	A
N Street/Hwy 33	S of Inyo Ave	6,600	11,000	.60	A-B
Kern Street	M Street	1,300 <sup>b</sup>	15,000	.09	A
Merced Street	L Street	2,000 <sup>b</sup>	22,000 <sup>c</sup>	.09	A
O Street	Kern St	700	8,000	.09	A
Orestimba Rd	E of T St	1,500	8,000	.19	A
Yolo Street	W of N St	2,500	8,000	.31	A
Merced Street	W of N St	3,400	11,000	.31	A
Merced Street	E of N St	2,000	11,000	.18	A
Inyo Ave	E of N St	900	8,000	.11	A
Inyo Ave	W of N St	2,000	11,000	.18	A

<sup>a</sup> *Traffic Impact Study of a Proposed Residential Subdivision by the Pope Developers Adjacent to City of Newman*; TJKM Transportation Consultants; December, 1989.

<sup>b</sup> *Traffic Study of Proposed Pimentel Subdivision in Stanislaus County*; TJKM Transportation Consultants; February, 1989.

<sup>c</sup> Assumes street could be striped to carry four lanes.

Source: Dowling Associates, 1990 (except where footnoted)

### Traffic Controls

As of June 1990, there were no traffic signals in Newman. Stop signs control all approaches to the following streets:

- N Street/Highway 33
- O Street
- Yolo Street
- Driskell Road
- Merced Street
- Inyo Avenue
- Patchett Drive

Four-way stop signs were in place at the following intersections:

- Yolo Street and R Street
- Yolo Street and T Street
- Tulare Street and O Street
- Fresno Street and O Street
- Merced Street and S Street
- Inyo Avenue and Upper Road (three-way)
- Patchett Drive and S Street

School crosswalks have been installed at the following intersections:

- Orestimba Road and T Street
- Yolo Street/Orestimba Road and S Street
- Hardin Road north of Lions Park
- Merced Street and S Street
- Inyo Avenue and S Street
- Inyo Avenue and T Street
- Patchett Drive and S Street
- Patchett Drive and T Street

Two of the school crosswalks have been located in somewhat unorthodox locations. At Inyo Avenue and T Street, T Street forms a jog. The crosswalk has been located across Inyo between the two legs of the jog. Drivers turning left from T Street may not expect to find pedestrians crossing in this type of location. At Patchett Drive and S Street, a crosswalk has been located so as to connect between the southeast and northwest corners, diagonally through the intersection. This may or may not be hazardous given the volumes and speeds at the location, but it does not encourage safe crossing habits for school children in locations which do not have marked crosswalks.

White pedestrian crosswalks have been painted in the following locations:

- Across N Street/Highway 33 north of Kern Street
- Across N Street/Highway 33 south of Fresno Street
- At Mariposa Street and O Street
- At Kern Street and O Street
- At Tulare Street and O Street
- At Fresno Street and O Street
- On Merced Street at Q Street
- On Merced Street at R Street

Bicycle lanes have been striped on the following streets:

- Yolo Street/Orestimba Road from N Street/Highway 33 to the western city limit (north side only from Hardin Road to the city limit)
- R Street for one block north of Yolo Street
- S Street from Yolo Street to Patchett Drive

## Regional Transportation Plans

In March 1990, the Stanislaus Area Association of Governments (SAAG) published a *Regional Expressway Study*. The *Regional Expressway Study* examines the need and location for expressways in Stanislaus County, which are proposed to manage future traffic projected to occur as a result of the substantial population and employment growth expected to occur throughout Stanislaus County over the next 20 years. (See Chapter III, Population, for a discussion of population projections.)

As part of its analysis, the *Regional Expressway Study* assumed certain "baseline" improvements that are programmed within the State and Regional Transportation Improvement Programs, high priority components of longer-range programs, including the SAAG Regional Transportation Plan and the Caltrans Route Development Plan, and those specified in local General Plans or Capital Facilities Plans.

Baseline improvements assumed for the Newman area include widening Hoyer Road, Merced Street, Orestimba Road, and Stuhr Road to four lanes.

The only expressway route considered by the *Regional Expressway Study* for the Newman area is described as the "Stuhr/Fink Corridor" from Route 33 to I-5. This proposed route is aligned from Highway 33 in Newman north to Fink Road, then west to I-5. The *Regional Expressway Study* judged this route as providing very little transportation benefit as an expressway. According to the *Study*, under SAAG's growth projections, automobile traffic in and around Newman can be handled with planned upgrades to the arterial streets in the area. From a regional perspective, the *Study* concludes that this expressway would not be warranted to handle growth in automobile traffic.

The *Regional Expressway Study* does suggest, however, that truck traffic in and around Newman needs to be managed, and recommends that SAAG consider establishing a system of rural truck routes to carry agricultural and other large trucks safely and efficiently around and between the region's smaller cities. The *Study* suggested that the Stuhr/Fink corridor may provide some benefit as a rural truck route through the year 2010. The *Study* recommends a separate study to evaluate existing truck travel patterns and the travel patterns of seasonal workers in the area's fields and agricultural industries, and to predict potential changes in those patterns over the next 20 years.

Rural truck routes are given the lowest priority in the *Regional Expressway Study*. The study recommends that protection of the right-of-way and access controls may be warranted, and the route may serve as an expressway beyond the year 2010.

## Parking

A formal inventory of parking in the city was not made as a part of this study; however, observations during a midweek noon hour indicated that sufficient parking is available on-street throughout the city. Angle parking is marked in the following locations:

- On O Street from Kern Street to Merced Street
- On Tulare Street from N Street/Highway 33 to 1/2 block west of O Street
- On Fresno Street from N to P Streets
- On the north side of Merced Street from N Street/Highway 33 to O Street and on both sides from O Street to P Street



## Traffic Accident Patterns

Traffic accident data is collected by the City of Newman Police Department. Data for traffic accidents reported between January 1, 1988 and March 28, 1990 are summarized in Table V-5. (Note that data for 1990 may not be complete due to delays in completing reports.)

**TABLE V-5**  
**TYPES OF TRAFFIC COLLISIONS AND SEVERITY**  
**City of Newman**  
**1988-1990**

	1988		1989		Jan-March 1990	
	Fatal or Injury	Property Damage Only	Fatal or Injury	Property Damage Only	Fatal or Injury	Property Damage Only
Pedestrian	2	--	--	--	--	--
Bicycle	1	--	1	2	--	--
Parked Vehicle	1	3	--	10	--	--
Other Vehicle	--	23	1	28	--	5
Fixed Object	--	5	1	4	--	1
Non-Collision	--	1	--	--	--	--
Subtotals	4	32	3	44	0	6
<b>All Accidents</b>		<b>36</b>		<b>47</b>		<b>6</b>

Source: City of Newman Police Department

As is the case with traffic volumes, the number of accidents, and particularly the numbers of fatal or injury accidents, are quite low. Traditional traffic accident analysis guidelines suggest that unless there are five or more accidents in a single location in a period of a year, the location is not considered to have a safety problem. A review of accident locations in Newman indicates that no intersection had more than two accidents in a single year. The data provided by the Police Department did not list cross-street locations for mid-block locations. Even so, the largest number of accidents in a single year on any individual street was six accidents over the entire length of N Street/Highway 33 through the city. This is far below the number of accidents that would indicate a safety problem. Thus traffic safety issues are not currently a significant problem in Newman.

## PUBLIC TRANSIT

Stanislaus County Transit provides intercity service within the county, serving Newman through its West Side Dial-a-Ride and buses. The West Side Dial-a-Ride operates van service Monday through Friday from

Newman to other West Side communities, including Crows Landing, Patterson, Westley, and Grayson. Dial-a-Ride offers pick-up and door-to-door service, and has fixed departures from Newman twice daily. Transportation to Modesto is available on Thursdays. The West Side van route carried 10,546 passengers during the 1988-89 fiscal year. Stanislaus County Transit also provides bus service twice daily.

Interstate bus service is provided by Greyhound Bus Lines, with a terminal in Modesto.

No taxi service is presently available in Newman.

## **AIR SERVICE**

### **Crows Landing Auxiliary Naval Landing Field**

The Crows Landing Auxiliary Naval Landing Field is located about three miles north of Newman. Crows Landing functions as an auxiliary landing field for operations from Moffett Field, Lemoore Naval Air Station, Alameda Naval Air Station, Castle Air Force Base, the Air National Guard, and the National Aeronautics and Space Administration (NASA). Crows Landing serves as an important training and testing facility for the air operations of other air stations impacted by their volumes of air traffic or by urban encroachment.

Facilities include two concrete-paved runways in an "X" configuration. Operations and personnel support facilities occupy about 30 acres of the station's total of 1,528 acres.

Operations at Crows Landing are primarily training and air field practice of experienced pilots. Most of the operations occur Monday through Friday during day hours, although the air field occasionally operates weekend and nighttime flights. Most aircraft are light jet or multi-engine jet airplanes. Large planes, such as the Casey 135 Tanker and Weather Reconnaissance aircraft, are flown about six to seven times a year. Annual operations average approximately 30,000 to 33,000 take-offs and landings over a 255-day flight year (excludes most weekends and holidays). Crows Landing averages six night operations a year.

### **Commercial Air Service**

Gustine Municipal Airport, located about five miles south of Newman, is the closest public airport to Newman.

Commercial air service is available to Newman residents via Modesto City-County Airport (Harry Sham Field), approximately 25 miles northeast of Newman. Commercial carriers include American Eagle with service to Los Angeles, San Francisco, and Bakersfield, and United Express, with connections to Fresno, San Francisco, and Burbank.

Stockton Airport, about 40 miles northeast of Newman, provides commercial air service to Denver via Continental Airline, to Fresno, San Francisco, and Burbank via United Express, and to Los Angeles via USAir.

## **RAIL SERVICE**

The Southern Pacific Railroad line runs through Newman, adjacent to Highway 33. The line runs north to Tracy, with east-west connections, and south to Fresno, with multiple rail connections. Southern Pacific Transportation Company operates freight trains only along this line. An average of one to two trains daily pass through Newman.

An AMTRAK passenger train station is located in Denair, about 20 miles east of Newman. Trains run three times daily in each direction up and down the San Joaquin Valley. Major destinations include Merced, Fresno, and Bakersfield to the south (with bus connections to Los Angeles from Bakersfield) and Stockton, Antioch, Martinez, and Oakland to the north, with bus connections in Stockton to Sacramento and San Jose.

## FINDINGS

- Physical constraints to Newman's roadway system include crossings of the Southern Pacific Railroad and N Street/Highway 33, the cross-section of Yolo Street and Highway 33, and the relationship between Hardin Road and the location of Orestimba High School.
- Roads in Newman generally appear to be operating at Level of Service A, the best level of service.
- The only expressway route considered by the *Regional Expressway Study* for the Newman area is the "Stuhr/Fink Corridor" from Route 33 to I-5. The *Regional Expressway Study* judged this route as providing very little transportation benefit as an expressway, but suggested that it may provide some benefit as a rural truck route.
- It appears that sufficient parking is currently available in Newman.
- Public transportation in Newman is limited to West Side Dial-A-Ride and bus service through Stanislaus County Transit. Interstate bus service is available to Newman residents by Greyhound, with a station located in Modesto.
- Gustine Municipal Airport is the closest public airport for Newman residents. Modesto and Stockton Airports provide the nearest commercial air transportation.
- The Southern Pacific railroad line runs through Newman. Approximately one to two freight trains pass through Newman daily. Newman residents have access to AMTRAK passenger trains from a station in Denair.



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## **GLOSSARY**

**ADT** - Average daily traffic volumes

**Caltrans** - California Department of Transportation

**Level of Service (LOS)** - An indication of the peak hour traffic conditions which are experienced on a given street with the particular traffic-carrying capacity of the street and a given amount of traffic using the street; this is typically defined by a range of volume to capacity ratios, designated by the alphabetic characters A, B, C, D, E, and F.

**Right-of-Way** - The width of publicly-dedicated streets, including the pavement, sidewalks, and planting area; the width of publicly-owned property for public projects.

**Roadway Capacity** - The maximum amount of traffic which a street can carry in a given amount of time without reaching unstable (or forced flow) traffic conditions; usually expressed as "vehicles per hour."

**SAAG** - Stanislaus Area Association of Governments, a regional planning agency which addresses transportation problems and other issues.

**Volume to Capacity Ratio** - The ratio of the volume of traffic carried by street to the street's traffic-carrying capacity; used to determine the applicable level of service for a street at a given traffic volume level; abbreviated as V/C.

CHAPTER VI  
PUBLIC FACILITIES  
AND SERVICES





## **CHAPTER VI**

### **PUBLIC FACILITIES AND SERVICES**

#### **INTRODUCTION**

City development is dependent on an elaborate network of public facilities and services. Each type of service has a unique set of constraints and must adapt to growth and change differently. This chapter focuses primarily on water, sewage collection and treatment, drainage, schools, fire protection, and law enforcement, describing the various systems and their capacities and discussing their implications for the general plan.

Transportation facilities and services are discussed separately in Chapter V and parks and recreational facilities are discussed in Chapter VII.

#### **GENERAL GOVERNMENT**

Newman is a general law city, operating under a council/manager form of government. The City Council includes the Mayor, who is directly elected to a two-year term, and four city council members, who are elected at-large for staggered four-year terms.

The City has created two advisory commissions and committees with specific decisionmaking responsibilities.

- Planning Commission - Five-member body appointed by the City Council which advises the City Council on land use and zoning matters.
- Recreation Commission - Seven-member body which advises the City Council on the development and operation of park and recreational facilities and on the management of recreation programs.

The administration of the City is organized into several departments which are directed by the City Manager: Planning, Public Works, Finance, Parks and Recreation, Fire, and Police. The city organizational structure is shown in Figure VI-1.

City hall is located at 1162 "O" Street. Figure VI-2 shows the location of city hall and other public and quasi-public facilities discussed in this chapter.

#### **WATER SERVICE**

The City of Newman owns and provides water service to the city, and is the only public water agency serving the Study Area. Service is metered to all residential, commercial and industrial users.

The city's potable water source is groundwater. Static water levels vary from 30 to 50 feet, and all areas within the Study Area have underlying groundwater. The water is moderately hard. As of 1991, three wells, approximately 500 feet deep, supply the water system. Each well has a maximum pumping capacity which fluctuates between 800 and 1,100 gallons per minute. Water is stored in a 100,000-gallon elevated water tank for fire flow and water supply. All wells are on a pressure demand system and have variable

speed pumps which pump varying amounts of water to maintain normal system pressure. As of June 1990, the system pumps approximately 1 to 1.5 million gallons per day and has a maximum pumping capacity of 3 million gallons. Approximately 1,400 customers are served by the system.

In 1982, Newman voters approved a \$1 million water main replacement project. Financing was secured by a Farmer's Home Administration Loan. Approximately 24,000 feet of substandard mains within the city limits, primarily in the older section of the city, were replaced. Wharf-style fire hydrants consisting of a single hose connections were replaced with steamer-type fire hydrants consisting of three hose connections. Water mains were enlarged, gridded, and connected for increased fire flows and improved water supply.

Pursuant to City policy, new subdivisions and developments are required to provide a looped water system for greater supply and pressure. New water mains are a minimum diameter of eight inches for service mains and 10-inch and 12-inch for distributing mains. Future major arterial and collector streets such as Hoyer Road, Orestimba Road, Upper Road, Merced Street, and Highway 33 will have 10-inch and 12-inch water mains. The City has established fees for connecting to the water system. These fees are adjusted annually and vary based upon the type of development. A development fee is also collected for new well construction.

Future growth of the city will require the addition of wells as demand increases, the probable addition of a ground level storage tank and booster pump, and a telemetering system for improved operation. Figure VI-3 shows the existing water system.

The current water system and water supply system is adequate for the existing population.

## **SEWAGE COLLECTION, TREATMENT, AND DISPOSAL**

The City of Newman provides sanitary sewer collection and treatment services for all residential, commercial, and industrial developments within its city limits. Service connections included 1,128 single-family homes, 104 commercial customers, and 57 multi-family units as of June 1990.

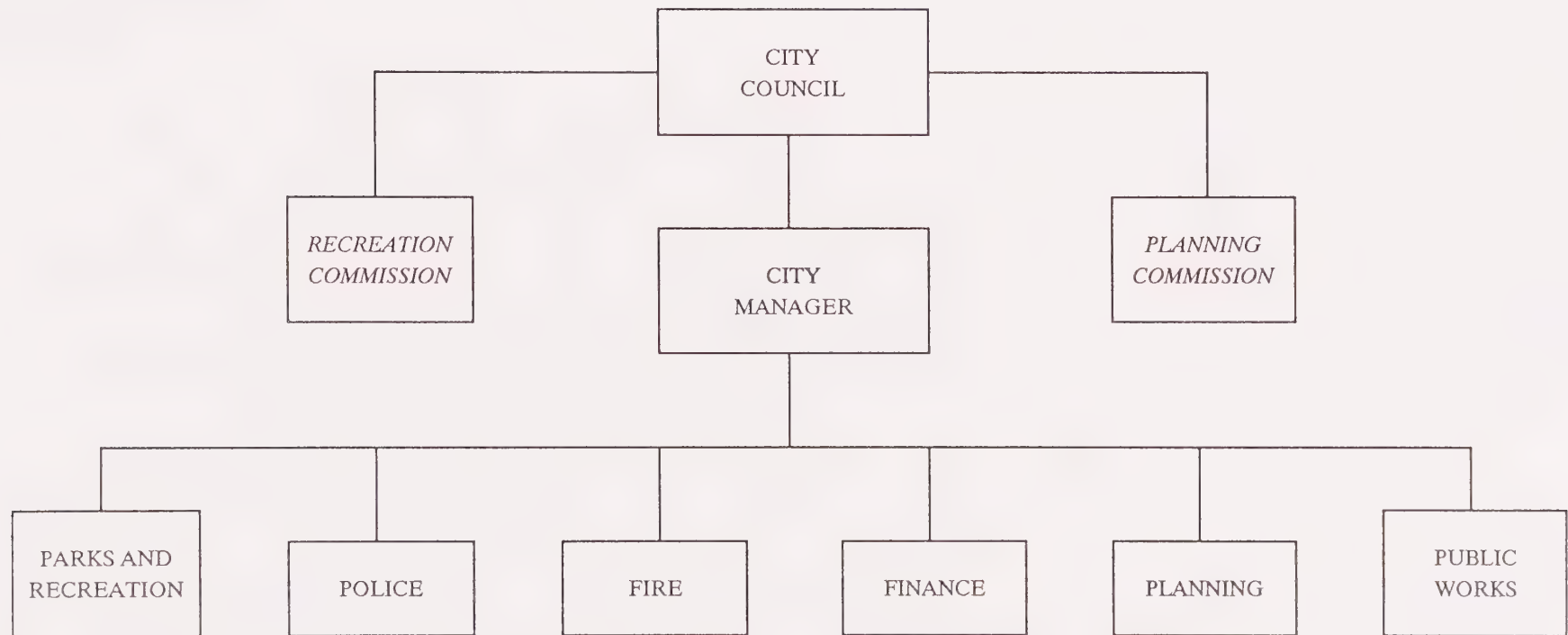
Sewers within the older portion of the city are typically six-inch and eight-inch diameter vitrified clay pipes. Main interceptor lines are 10-inch and 12-inch diameter.

Sewers within the newer developed areas are generally eight-inch minimum size and are asbestos cement pipe (ACP), plastic (PVC) or vitrified clay (VCP). The ACP and PVC pipes have better flow factors. All sewers are gravity flow. The system has two sanitary lift stations. One is located in the Creek Canyon subdivision in the southwest section of the city, and the other is in the Lucas Ranch subdivision in the eastern part of the city. Figure VI-4 shows the existing collection system.

The existing collection system is in relatively good condition. Infiltration and inflow are minimal. The City periodically flushes the system and has some line stoppages.

The City has two main outfall lines: a 21-inch ductile iron main constructed in 1987 and an 18-inch vitrified clay pipe constructed in 1951. Both lines extend along Merced Street and east 11,000 feet to the sewage treatment plant. The combined capacity of both outfalls is approximately 5.0 million gallons per day (MGD) peak flow. This capacity will be sufficient to accommodate significant future growth.

FIGURE VI-1  
CITY ORGANIZATIONAL CHART



Source: City of Newman, 1990





FIGURE VI-2  
PUBLIC AND QUASI-PUBLIC  
FACILITIES

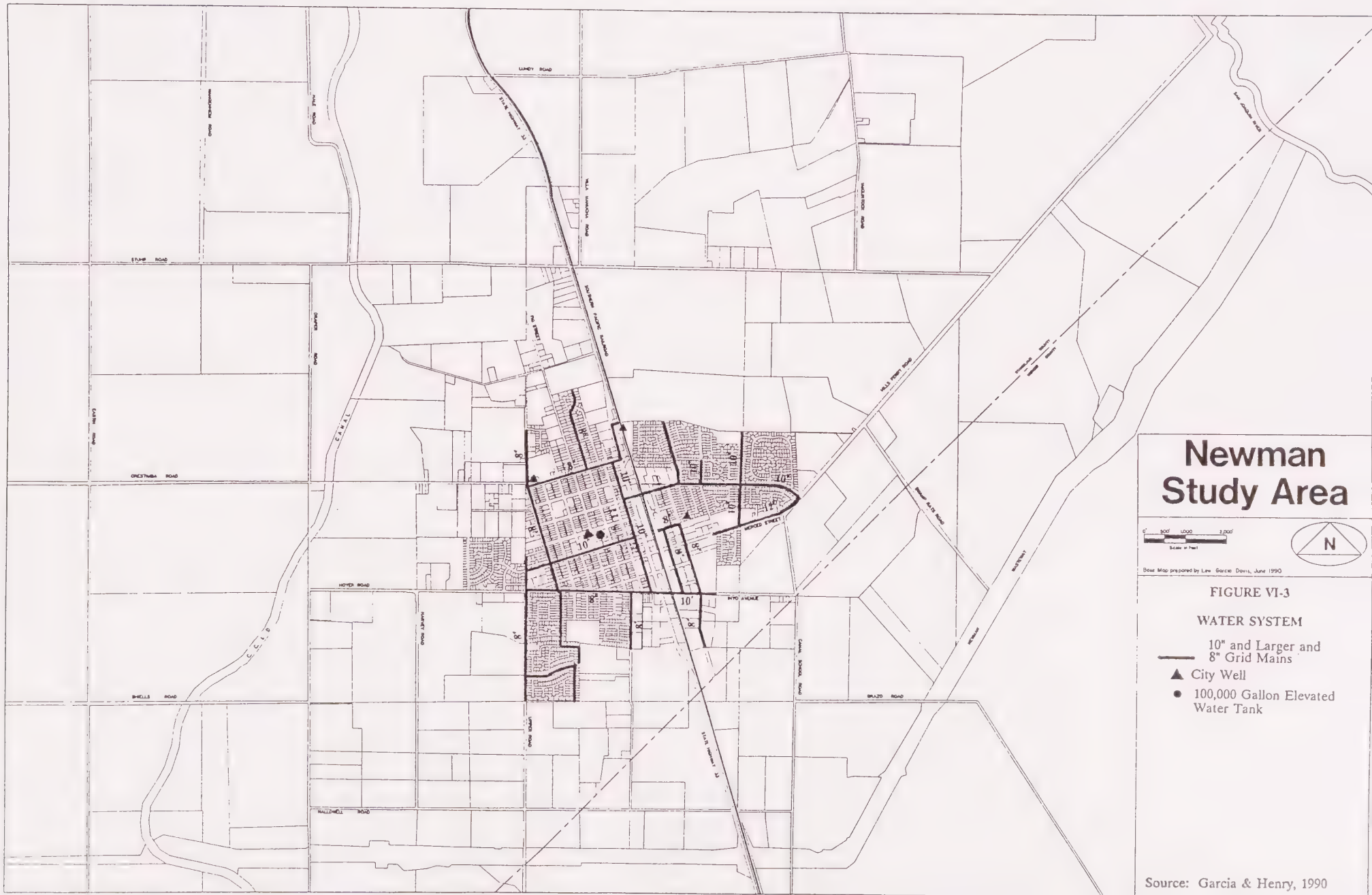


Base Map prepared by Lew Gorec, Davis, June 1990



**City of  
Newman**





# Newman Study Area



Date Map prepared by Lee Garcia Davis, June 1990

FIGURE VI-3

## WATER SYSTEM

- 10" and Larger and 8" Grid Mains
- City Well
- 100,000 Gallon Elevated Water Tank

Source: Garcia & Henry, 1990







# Newman Study Area



Base Map prepared by Lee Garcia Davis, June 1990

FIGURE VI-4

## SEWER SYSTEM

- 10" and Larger Sanitary Sewer
- ▲ Sanitary Sewer Lift Station

Source: Garcia & Henry, 1990



The sewage treatment plant is located near the San Joaquin River on approximately 150 acres two miles east of the city. The plant was upgraded in 1978 and provides secondary treatment consisting of aeration, oxidation, chlorination, and overland flow to adjacent fields. The system discharges to the river during periods of high return. The present system can treat approximately 1.1 MGD of wastewater at average flow with a maximum dry weather capacity of 1.7 MGD. The present system was designed to discharge to the San Joaquin River and is required to meet the standards of 30 milligrams per liter of BOD and suspended solids.

The City has modified the sewer treatment plant in order to comply with Regional Water Quality Control cease-and-desist order. The modification included the addition of 210 acres of agricultural land to the site for enhancement of the effluent irrigation and water reclamation process. This modification eliminated discharge to the San Joaquin River. The plan it is also undergoing expansion as of August 1992 through the addition of 90 acres of land for effluent disposal. This expansion will increase design flow capacity to 1.56 MGD, which should be sufficient to serve a total population of 10,500 residents. Projections of plant capacity demand are approximately 1.135 MGD of capacity for residential and commercial flows and 0.425 MGD for industrial uses.

While the two outfall lines (18-inch and 21-inch) are sufficient to handle flows from all potential development within the current sphere of influence, major collection lines will need to be built as land is developed beyond the city's current sphere.

A large trunkline will be required to serve any development in the northwest and northerly portion of the Study Area. This line would extend along Jensen Road, cross Highway 33, and proceed easterly through the northeast area to Hills Ferry Road and down Swamp Rats Road to connect to the 21-inch outfall.

A major line would also be required to service development in the southwest and southerly portion of the Study Area. This line would extend from Hallowell Road, run northerly to Creek Canyon Road, and connect to the existing facilities. The existing lift station in the Creek Canyon subdivision would ultimately be replaced with a new station to be located in the Inyo and Highway 33 area. This station would be sufficient to handle all of the southwest area.

Ground in the Study Area slopes west to east at a drop of approximately two feet per 1,000 feet. Ground in the north to south direction is along the same contour and relatively flat. Because of these flat ground slopes, lift stations will be necessary. Due to maintenance and cost to the City, the installation of lift stations is on a last-alternative basis, and designed to service a large area which could not otherwise be served. Lift stations which meet this criteria will be at Hoyer Road and Upper Road, Driskell Road at Hills Ferry Road, and as mentioned, Highway 33 and Inyo Avenue.

New development is responsibility for financing of outfalls and lift stations in new areas is assessed on new development to areas which benefit from their construction. The City collects a fee for connection to the existing system. A portion of these fees are used for construction of new outfalls in existing developed areas and general maintenance of the system.



## **STORM DRAINAGE**

### **City of Newman**

The City of Newman maintains and services all storm drains within the city. Some agricultural ditches used for irrigation supply and tailwater runoff exist within the city and in the surrounding areas now being farmed. These ditch systems are maintained by the Central California Irrigation District (CCID). Some city storm drains such as the west side storm drain and the M Street storm drain receive CCID tailwater.

Figure VI-5 shows the existing storm drain system. The storm drain system is made up of concrete pipe, reinforced concrete pipe (RCP), and some cast-in-place pipe. Due to flat ground slopes and conflicts with other utilities, many of the storm lines are at flat slopes with slow pipe velocities. This results in siltation in the lines which in turn causes decreased capacity. CCID irrigation discharges into city lines also add to the siltation problem.

As shown on Figure VI-5, city storm runoff is collected throughout the city and piped to Inyo Street. The Inyo Street storm outfall system flows easterly to Canal Street Road. At Canal School Road, the pipes empty into the Miller ditch which flows easterly toward the sewage treatment plant. The right to use this ditch is outlined in an agreement with the CCID executed by the City in 1965.

In order to improve the system and provide greater capacity, it will be necessary to improve the Miller Ditch by extending it to and along Hills Ferry Road to the sewage treatment plant where it can be treated if necessary in the future and released to a new outfall to be built to the San Joaquin River.

The existing storm drain system was not designed to drain unimproved properties and upon development, those properties may require detention ponds in order to meter flows into the existing drainage system. Future parks may be designed to act as holding ponds by providing sheet flooding in designated areas.

Developers of some outlying areas will be required to construct new outfall storm drains to serve their projects. The Stuhr Road area will be served by a new outfall to extend easterly along Stuhr Road to the Hills Ferry Road ditch. Areas south of the city, such as the Hallowell Road area, will be served by an outfall which will connect to Miller Ditch at Canal School Road. Areas along the Newman Wasteway are not allowed to drain into the waterway.

The City storm drain system is adequate to serve existing development. New drainage facilities and some upgrading of existing facilities will be required in order to provide adequate drainage for future development.

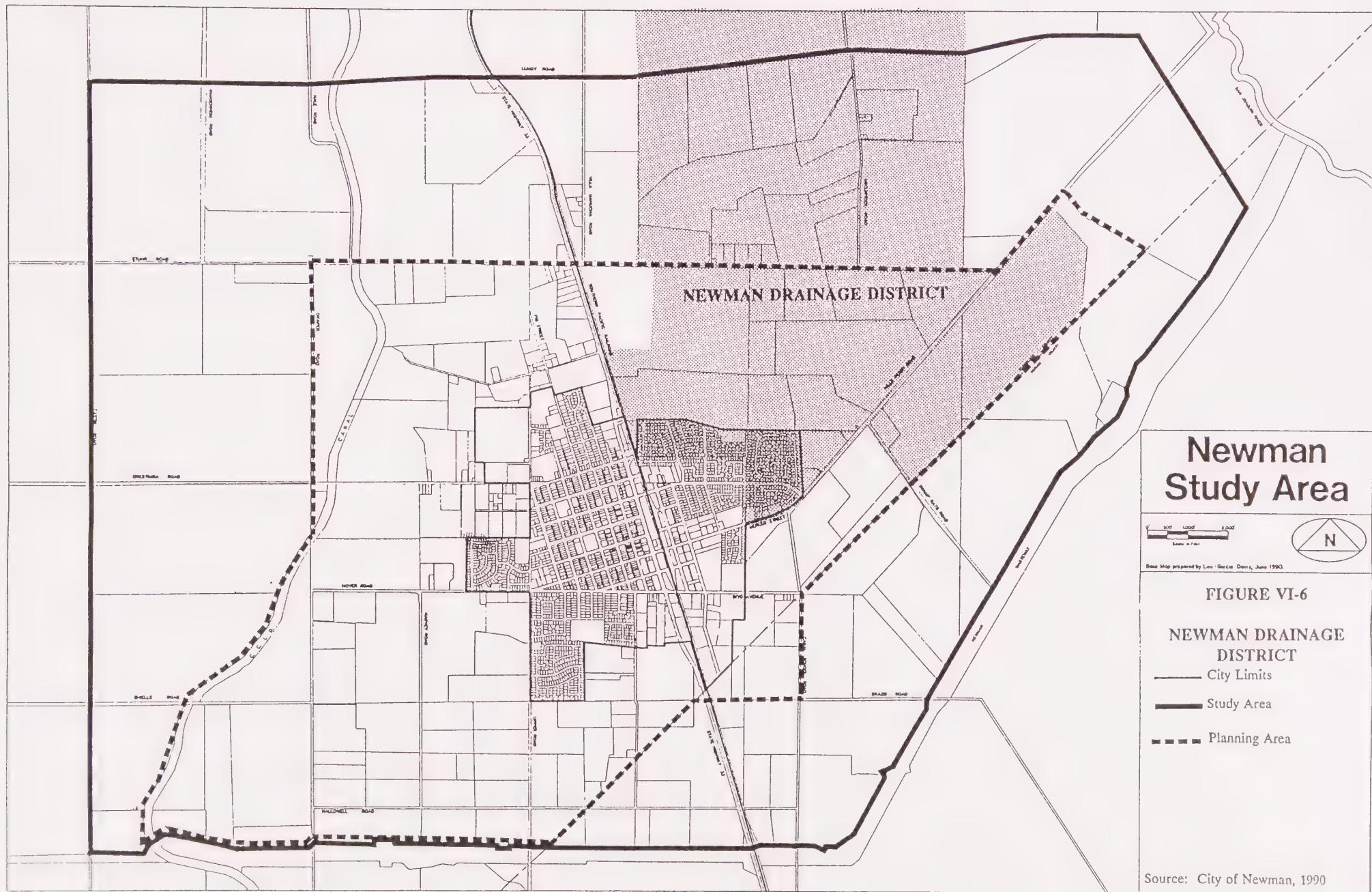
### **Newman Drainage District**

The Newman Drainage District provides subsurface (tile) drainage services to agricultural lands to an area north and east of the existing city limits. Figure VI-6 shows the portion of the Newman Drainage District within the Study Area. The drainage lines are constructed of concrete or plastic, are bedded in a gravel envelope, and either loosely jointed or perforated to encourage the flow of water from the subsurface of the surrounding land into the pipes, thus lowering the water table in the area. Because of their construction and operation, the lines sometimes cause slumps or cave-ins in the overlying soil. While this is not a serious problem with land used for farming, it could be a major concern for urban development.













## **LAW ENFORCEMENT**

The Newman Police Department provides law enforcement within the city limits. The police station is located at 1200 O Street. Dispatching of police units via a "911" system is done through the Stanislaus County Communications Center in Modesto.

The department employed eight sworn officers as of June 1992, including the police chief, and one police clerk. This works out to a ratio of 1.75 sworn officers per 1,000 population. Animal control services are contracted with Stanislaus County.

The Police Department uses four patrol vehicles. The Police Department operates one patrol beat for the entire city. Staffing is one officer per patrol unit. Response times for the Police Department are categorized according to the severity of the reported offense or complaint. The Department's response time for priority 1 calls, constituting a major crime or incident in-progress requiring immediate dispatch, is typically three to four minutes. Table VI-1 summarizes the incidents and offenses reported by the Police Department each year from 1986 to 1991.

Law enforcement in the unincorporated area is the responsibility of the Stanislaus County Sheriff's Department. Coroner's service is provided throughout the county by the Sheriff's Department. The court system and jails are operated and maintained by Stanislaus County.

The California Highway Patrol patrols the state highways and interstates and county roads that pass through the Study Area.

TABLE VI-1

**NEWMAN POLICE DEPARTMENT  
SUMMARY OF INCIDENTS AND OFFENSES REPORTED  
1986 to 1991**

	1986	1987	1988	1989	1990	1991
Total Reports Taken:	1,312	1,813	1,963	2,095	2,278	2,044
Burglary	43	40	45	73	44	61
Robbery	1	0	0	0	0	1
Homicide	0	0	0	0	0	0
Rape	1	1	1	0	0	1
Arson	1	0	9	0	0	3
Assault	15	22	20	27	26	36
Auto Theft	7	4	6	11	6	20
Grand Theft	17	11	9	26	18	22
Petty Theft	111	72	116	74	67	76
Traffic Accidents	76	36	36	60	30	25
Vandalism	93	58	62	60	85	99
Child Abuse	9	5	9	25	3	14
Drunk in Public	27	36	27	29	36	27
Disturbances	152	162	197	172	218	203
Assist Other Agencies	147	141	131	137	160	147
Alarms	44	54	74	40	63	56
Security Checks	100	105	35	43	67	89
Civil Matters	30	56	37	41	32	36
Bad Checks	13	20	32	15	18	16
Miscellaneous Misdemeanors	19	42	65	57	55	80
Miscellaneous Felonies	4	28	28	22	49	42
Citations	350	566	588	541	578	757

Source: City of Newman Police Department, 1992

## **FIRE PROTECTION**

Fire protection within the Study Area is provided by the Newman Fire Department and the West Stanislaus Fire District (WSFD). The Newman Fire Department and WSFD are volunteer fire departments which share a fire station in Newman. For administrative purposes, however, they operate as separate entities. The Newman Fire Department provides fire protection to all lands within the city limits. The WSFD boundaries include an area of approximately 625 square miles, including all unincorporated lands within the Study Area.

The Newman Fire Department is staffed by about 30 volunteers and the WSFD by another 135 volunteers. Volunteers are called based on the area of the call.

The fire station is located at 1162 N Street. Constructed in 1989, the station is approximately 9,000 square feet. The WSFD operates out of four additional stations -- in Westley, Crows Landing, Patterson, and El Solyo.

The Fire Department's equipment includes two 1,250-gallon pumper engines and one rescue vehicle (owned jointly by the City and the WSFD). The WSFD also houses equipment in the Newman fire house, including a 1,200 gallon pumper engine, a 1,200-gallon tanker, and one small 350-gallon pumper to combat grass fires. The Fire Department relies on the third engine loaned from the WSFD to combat structural fires. Without District equipment, the City would be unable to meet the pumping requirements for its population.

Total equipment owned by the WSFD includes nine engines (two reserves), five water tankers, three rescue vehicles (one reserve, one each owned jointly with the Cities of Newman and Patterson), one mobile air compressor, a large mobile generator, and a pickup truck, and a command vehicle.

Dispatching of fire units is also provided by a "911" system through the Stanislaus County Communications Center in Modesto. The Newman Fire Department's average response time in the city is typically about three to five minutes. In the WSFD's service boundaries, response times can vary greatly, up to one hour to the more isolated areas.

Public protection classifications are designated by the Insurance Services Office (ISO). The ISO considers three primary factors in their rating system: fire department location, personnel, and equipment (50 percent), water supply and fire flow capacity (40 percent); and communications capabilities (10 percent). Ratings are based on a scale of 1 to 10, with 1 being the best possible protection. The Newman Fire Department maintains an ISO rating of 5 within the city. Outside the city, the ISO rating in the Study Area is 9 overall, with an 8 for dwelling units and other buildings.

In addition to fire suppression, the Fire Department's services include: fire prevention, public education, fire hydrant maintenance, hazardous materials response, and nuisance abatement.

Fire flow requirements and hydrant placement are determined by the Stanislaus County Fire Warden. Fire flow requirements are 1,000 gallons per minute for single family homes and mobilehomes, 1,500 gallons per minute for multi-family units. Fire hydrants are required every 500 feet except in industrial areas where they are required every 300 feet.

The WSFD has mutual aid agreements with all adjoining fire districts, including the Woodland Avenue Fire District, the Salida Fire District, the Westport Fire District, the Mountain View Fire District, and the



Crows Landing Naval Base. The California Department of Forestry operates a fire station west of Patterson on Sperry Road east of Interstate 5 to combat fires during the summer fire season.

## **SCHOOLS**

### **Newman-Crows Landing Unified School District**

School service within the Study Area is provided by the Newman-Crows Landing Unified School District (NCLUSD). The NCLUSD provides public K-12 education to families within the District boundaries, which include the Newman area, the community of Crows Landing, and all of western Stanislaus County south of Marshall Road. The NCLUSD is governed by an elected five-member board of trustees.

NCLUSD operates one elementary, one junior high, one high school, and a continuation high school in Newman. The continuation school is operated from leased classrooms at the Catholic Church. The district operates another elementary school in Crows Landing, outside the Study Area boundaries. Addresses of the schools within the district, their respective grades, and their capacities are given in Table VI-2. The locations of schools within the Study Area and the district's administrative office are shown in Figure VI-2.

TABLE VI-2

**SCHOOLS WITHIN THE NEWMAN-CROWS LANDING UNIFIES SCHOOL DISTRICT**  
**Locations and Capacities**  
**1991**

<b>School Name and Address</b>	<b>Grade Level</b>	<b>Capacity*</b>
<u>Von Renner Elementary School</u> 1388 Patchett Drive Newman	K-5	750
<u>Yolo Junior High School</u> 907 R Street Newman	6-8	390
<u>Orestimba High School</u> 707 Hardin Road Newman	9-12	500
<u>Westside Valley High School (Continuation)</u> 890 "O" Street Newman	9-12	**
<u>Bonita Elementary School</u> 425 Fink Road Crows Landing	K-5	210

\*Based on 30 students per classroom; includes permanent and portable classrooms

Source: Newman-Crows Landing Unified School District, October 1991

Until the recent surge in residential development, the NCLUSD historically had experienced relatively minor increases in student enrollment. Table VI-3 shows districtwide enrollment by grade from the 1985-86 school year through the 1991-92 school year. Districtwide, 1989-90 enrollment increased by nearly 20 percent from October 1989 to October 1991, to total 1,617 students.

TABLE VI-3

**NEWMAN-CROWS LANDING UNIFIED SCHOOL DISTRICT SCHOOL ENROLLMENT\***  
**1985-86 to 1991-92**

Grade	1985-86	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92
K	129	146	136	129	151	177	164
1	99	107	100	107	119	130	139
2	101	104	100	98	109	125	129
3	84	97	97	101	90	124	134
4	96	86	101	107	106	109	127
5	<u>84</u>	<u>94</u>	<u>79</u>	<u>106</u>	<u>112</u>	<u>115</u>	<u>115</u>
K-5	593	634	613	648	687	780	808
6	93	79	87	90	109	112	120
7	93	99	80	86	97	117	127
8	<u>68</u>	<u>85</u>	<u>100</u>	<u>83</u>	<u>95</u>	<u>102</u>	<u>121</u>
6-8	254	263	267	259	301	331	368
9	112	84	88	99	95	112	110
10	80	102	81	79	100	91	105
11	62	67	88	71	73	100	90
12	<u>65</u>	<u>62</u>	<u>58</u>	<u>75</u>	<u>62</u>	<u>65</u>	<u>85</u>
9-12	319	315	315	324	330	368	390
Special Ed.	27	31	34	39	40	51	51
<b>Total</b>	<b>1,193</b>	<b>1,243</b>	<b>1,229</b>	<b>1,270</b>	<b>1,358</b>	<b>1,530</b>	<b>1,617</b>
% Change	--	4.2%	-1.1%	3.3%	6.9%	12.7%	5.7%

\*Enrollment for October of each school year

Source: Newman-Crows Landing Unified School District, October 1991

As of April 1991, the student-teacher ratio within the NCLUSD was 24 to 1.

According to the *School Facilities and Demographic Study* prepared for the NCLUSD, school enrollment in the district is increasing at a dramatic rate for three reasons:

- New residential construction
- Housing costs and other factors have resulted in a higher number of students in certain housing units than would normally be expected of housing units of their size
- Demographic changes have influenced the birthrate and the types of families residing within the district

The NCLUSD submitted a *Five Year Plan* to the California Department of Education in October 1989 which anticipated a total of 2,000 new housing units would be constructed in Newman by 1994. The *School Facilities Plan* estimates that these 2,000 dwelling units would generate between 1,500 and 1,800 new students to be accommodated by the schools in the NCLUSD, more than doubling the district's 1990 enrollment.

The NCLUSD is currently exploring the acquisition of a new elementary school site immediately north of the city (see Figure VI-2). The District Superintendent estimates that construction of a new elementary school would not begin until 1994 at the earliest, because of limitations on State school funding assistance (Williams, pers. comm.).

Yolo Junior High School has a relatively small site with limited expansion possibilities. If sixth grade students were accommodated at the elementary schools rather than at the junior high, four additional classrooms of students could be accommodated at the Yolo school site. The *School Facilities Plan* recommends consideration of expansion of the Yolo School site.

Orestimba High School site has capacity for the addition of classrooms. According to the *School Facilities Plan*, an additional 14 to 17 classrooms would be needed to accommodate student growth by 1994.

A permanent district-owned continuation high school is needed, along with administrative offices. An option suggested by the *School Facilities Plan* is a joint continuation high school/district office.

In addition to new development in Newman, the NCLUSD will also be affected by development in the unincorporated county. Located within the NCLUSD boundaries, the proposed Lakeborough community (see Chapter I for a description of the proposal) would have significant effects on the NCLUSD. At an estimated total population of 30,000 when fully developed, the planned community would generate an estimated 7,000 K-12 students. According to the analysis of the project, this would require seven elementary schools for 3,769 K-6 students, one junior high school for 1,077 7-8 graders, and one high school for 2,154 9-12 grade students.

New school construction funding alternatives include state and local financing options. State assistance for school construction is financed through three programs: the provision of low-rent furnished portable classrooms to overcrowded school districts as an interim measure; funding for rehabilitation and reconstruction for portions of schools more than 30 years old; and the Greene Lease-Purchase program, which was established to fund site purchase and school design and construction for overcrowded school districts. There are limited funds and long waiting lists for these funds, which are dependent on voter



approval of school bond initiatives. In January 1990, the NCLUSD submitted an application to the state to fund construction of a new elementary school.

Given the limited availability of State funding, many school districts in California are pursuing local funding sources for the construction of new schools. As permitted under State law, the NCLUSD assesses new facility development fees on new development at a rate of \$1.65 per square foot of residential development and \$.27 per square foot on new commercial and industrial development as of August 1992. The City and School District are negotiating a per-unit school fee which would exceed the square foot fee.

Other local funding options include a special parcel tax (which requires approval of two-thirds of the voters), Mello-Roos Community Facilities District, redevelopment agency tax increment funds, when the redevelopment agency is formed within the city, and dedications of land and payment of improvements by subdivisions.

Alternatives to permanent construction which the district may consider include:

- Year-round programs. Year-round schools can increase effective school capacity by 25 percent. Von Renner Elementary School would go on a multiple track year-round program at the earliest in the 1990-91 school year.
- Double sessions. The *School Facilities Plan* recommends that double sessions be used only under emergency conditions and as an interim measure.
- Leased classrooms or temporary extra classrooms. These have been widely used by the NCLUSD to accommodate increases in enrollment.
- Magnet programs and other voluntary mechanisms to divert students from crowded schools to less crowded sites.
- Core/relocatable school plans which plan for a portion of a new school to be constructed of removable classroom buildings. As required by the state, the NCLUSD's application to the state for the new elementary school plans for 30 percent of the school to be portable.

## **Colleges and Universities**

Newman is served by the Yosemite Community College District. The nearest community college is Modesto Junior College in Modesto, which has two campuses. Modesto Junior College West is located on Blue Gum Avenue and the main campus is located on College Avenue. The colleges in the district offer a full program of courses suitable for transfer to a four-year college or university, and offer an Associate of Arts degree.

California State University, Stanislaus, is located in Turlock, approximately 20 miles from Newman. CSUS offers a variety of four year bachelor of arts and science degrees, and a limited number of masters of arts degrees. Chapman College in Modesto, a private college, also offers bachelors and masters degrees. A number of business and vocational schools are also located in Modesto.

## **Special Education Services**

The John F. Kennedy Special Education Center in Modesto provides a complete range of classes for the trainable mentally retarded, developmentally handicapped, and multi-handicapped students, from 0 to 22 years. The center also provides vocational training and parent counseling.

## **SOLID WASTE DISPOSAL**

Solid waste collection and disposal for all residential, commercial, and industrial uses in Newman are provided under a franchise agreement with Bertolotti Disposal Company. Collection takes place once a week for residences, and twice weekly for businesses and industry. From January to June 1990, Bertolotti collected an average of 450 tons of waste per month. Waste is taken to the Stanislaus Resource Recovery Facility (a waste-to-energy plant) and the Fink Road Landfill, located approximately six miles from Newman on Fink Road.

## **MEDICAL SERVICES**

Newman is served by the West Side Community Hospital District (WSCHD), formed in 1957. The West Side Community Hospital is located at 151 South Highway 33, about one mile south of Newman. The hospital is managed by a five-member board of directors, elected by district for four-year terms.

West Side Hospital provides general acute care, a full-time emergency room which provides service 24-hours a day, seven days a week, served by a resident physician. The hospital also serves as a rural health clinic, and offers laboratory, x-ray, physical therapy, and cardiac services.

As of June 1990, the hospital had 22 licensed beds; 18 of these were available for use and 4 in suspension. The average use is one to two beds.

The WSCHD recently converted to designation as an "Alternative Rural Facility." Like many rural hospitals, the WSCHD does not have the population base to support surgical and anesthetic procedures. This care is generally provided to district residents by hospitals in Modesto and other areas. As an Alternative Rural Facility, West Side Hospital would not be required to provide surgical and anesthetic care. The district has also developed a part-skilled nursing facility for approximately 14 beds.

The hospital facility was constructed in 1936 and is in need of substantial rehabilitation.

West Side Community Ambulance operates two ambulances out of West Side Hospital; one of these ambulances is a back-up. Five full-time paramedics and a number of backups provide service to the district.

The San Luis Convalescent Hospital, located at 709 N Street in Newman, is a 95-bed facility. This is currently the only such facility in western Stanislaus County.

## **CEMETERY**

The Hills Ferry Cemetery is located east of Newman at Stuhr Road and Draper Road. The cemetery is owned and operated by the Hills Ferry Cemetery District, which encompasses an area which includes Newman, Crows Landing, Gustine, and Santa Nella. The 20-acre cemetery can accommodate 13,000 graves, 10,000 of which were reserved or used as of August 1990. The District averages sales of 100 to 120 plots per year. At this rate, the cemetery has adequate space at its present site to accommodate sales for the next 25 years.

## **LIBRARY**

Library service is provided within the Study Area by the Stanislaus County Public Library system. The Newman branch is located at 1305 Kern Street.

## **GAS AND ELECTRICITY SERVICE**

Natural gas and electricity service in the Study Area are provided by Pacific Gas and Electric Company. This privately-owned utility company operates throughout Central and Northern California under authority from the California Public Utilities Commission.

Existing electrical transmission lines supplying the Newman area consist of 115 kilovolt (kv) source lines.

## **TELEPHONE SERVICE**

Telephone service in the Study Area is provided by Pacific Bell.



## **FINDINGS**

- Newman is a general law city, operating under a council/manager form of government.
- The City of Newman provides metered water service to all customers in the city. Groundwater is the city's sole source of potable water.
- In 1982, Newman voters approved water main replacement project through which approximately 24,000 feet of substandard mains within the city limits, primarily in the older section of the city, were replaced.
- The existing sewage collection system is in relatively good condition. Infiltration and inflow are minimal. The City periodically flushes the system and have few line stoppages. The City is in the process of expanding its sewer treatment plant.
- The City storm drain system consists of pipes and ditches. The current system is adequate for the existing development. Additional development will require installation of new facilities and the upgrading of some existing systems in order to provide adequate drainage.
- The Newman Police Department employed eight sworn officers as of June 1992, for a ratio of 1.75 sworn officers per 1,000 population. Response times for priority 1 calls are typically less than three minutes.
- The Newman Fire Department is a volunteer fire department. Newman maintains an insurance rating of 5 within the city, areas outside the city have ratings of 8 or 9.
- The Newman-Crows Landing Unified School District operates four schools within the Study Area: one elementary, one junior high, and one high school, and continuation high school. Recent and projected growth has seriously impacted schools within the district.
- The NCLUSD is currently exploring the acquisition of a new elementary school site immediately northeast of the city. The District Superintendent estimates that construction of a new elementary school would not begin until 1994 at the earliest, because of limitations on State school funding assistance.
- West Side Community Hospital is located about two miles south of Newman. Westside Hospital provides emergency medical care, a rural health clinic, and a part-skilled nursing facility.



## **PERSONS CONSULTED**

Bussard, Larry, Chief, Newman Police Department

Campbell, Don, Interim Administrator for Non-Clinical Services, West Side Community Hospital

Gaiser, Dick, Chief, West Stanislaus Fire District

Williams, Ed, Superintendent, Newman-Crows Landing Unified School District

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## **GLOSSARY**

**Infiltration/Inflow (I/I)** - Infiltration is extraneous water that leaks into sewer lines from surrounding saturated ground through various means. Inflow is water that is channeled into the sewage collection system by storm water collection systems such as roof leaders, foundation drains, and storm sewers.

**Insurance Services Office (ISO)** - An agency which evaluates fire protection features for all fire departments for purposes of establishing rates for underwriters.

**MGD** - million gallons per day

**NCLUSD** - Newman-Crows Landing Unified School District

**Response time** - The amount of time it takes police or fire units to arrive at the scene of a reported incident.

**WSCHD** - West Side Community Hospital District

**WSFD** - West Stanislaus Fire District

CHAPTER VII

RECREATIONAL AND  
CULTURAL RESOURCES





## CHAPTER VII

### RECREATIONAL AND CULTURAL RESOURCES

#### INTRODUCTION

The City of Newman has a variety of recreational, cultural, and archaeological resources. These resources take several forms ranging from the contemporary city and its open space resource through the rich historic settlement and development periods, to the ethnography and archaeological resources of the native American period.

Although no original research and fieldwork was conducted in the development of this chapter, numerous published sources and many public agencies and individuals involved in cultural, historical, and archaeological resources in the Newman area were consulted in preparing this chapter.

#### PARKS AND RECREATION

##### Parks

Parks in Newman are operated and maintained by the City. As of August 1992, the City had about 12 acres of parkland, excluding school property and facilities. Newman's parks and their facilities are listed below. Their locations are shown in Figure VI-2 in Chapter VI, Public Facilities and Services.

Lions Park: Lions Park is approximately six acres in size, located on the northwest corner of Orestimba Road and Hardin Road. Facilities include a swimming pool and wading pool, community center (L.J. Newman Memorial Building) with a capacity for 445, lighted little league baseball field, and playground equipment. The park is located adjacent to Orestimba High School with access to school playing fields.

City Park: City Park is 2.94 acres, located between Fresno and Tulare Streets and R and Q Streets. Equipment includes picnic tables, barbecue areas, concession stand, pavilion, covered dining areas, and playground equipment. City Park is used for a variety of civic and social events, including the annual Newman Fall Festival.

Library Field: Library Field is 2.94 acres, located between Kern and Mariposa Streets and R and S Streets. The park has a small baseball diamond, and includes open space for soccer, baseball, and other field sports. The Newman Library is also located on the site.

Tot Lot: A 6,000 square foot tot lot is located on the northwest corner of Amy and Driskell Avenue. Equipment includes a slide, swings, jungle gym, and merry-go-round.

The Newman Youth Center is located on Hardin Road across from Lions Park. In addition to these public park facilities, the city and school district share their recreational facilities.

Excluding school property, Newman has a ratio of about 3 acres of developed parkland to 1,000 population. The City classifies Lions Park and City Park as community parks, Library Fields as a neighborhood park, and the tot lot as a mini-park.

Newman is located within 30 minutes of one regional Stanislaus County park, one regional Merced County park, two state parks, and a federal wildlife refuge.

Frank Raines Regional Park: Frank Raines Park, a Stanislaus County Park, is located in Diablo Canyon northwest of the city. The park is a showcase for geologic formations of stressed rock to illustrate plate tectonics. The park area also contains the Frank Raines Off Road Vehicle Park. During the summer, the park is open for limited camping.

Henderson County Park: Henderson County Park, a 74-acre park maintained by Merced County, is located on the Merced River, approximately 15 miles east of Newman. Henderson Park provides opportunities for fishing, boating, and picnicking.

George Hatfield State Park: George Hatfield State Park is located on 46 acres on the banks of the Merced River, on the Merced County/Stanslaus County line. four miles east of Newman on Hills Ferry Road. The state has proposed expansion of Hatfield Park into Stanislaus County.

O'Neil Forebay: The O'Neil Forebay is located about 25 miles south of Newman, southwest of Santa Nella. The Forebay, 750 acres operated and maintained by the State, provides opportunities for boating, fishing, aquatic sports, picnics, and hiking.

San Luis Wildlife Refuge: The San Luis Federal Wildlife Refuge makes up 7,340 acres, and is located southeast of Newman in Merced County. The San Luis Wildlife Refuge is a refuge for many migratory birds. The park area is open during hunting during hunting season.

## **Recreation**

The City's Recreation Department offers a number of recreational classes and activities. Fees are charged for classes and activities in an attempt to cover costs. Activities include:

- Little League
- Adult basketball
- Adult volleyball
- Adult and youth swimming
- Youth basketball
- Flag football
- Youth soccer
- Miscellaneous field trips

## **CULTURAL EVENTS**

The annual Fall Festival takes place in Newman for five days during Labor Day weekend. The festival features a parade, wine and cheese tasting, Miss Newman contest, arts and crafts fair, park booths and concessions, contests and races, and a carnival.

## **HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

### **Native Americans**

The Study Area lies within the historic territory of the Yokuts people. The Yokuts' earliest presence is estimated by archaeologists to have occurred at least 1,000 years ago. Yokuts communities had tribal divisions with group names, a trait absent among other California Native Americans. Each tribe spoke a particular dialect common to its members but similar enough to the Yokuts that they were mutually intelligible. The Yokuts' territorial boundaries extended from the Tehachapi Mountains to present day Stockton, where they bordered on the north by the Plains Miwok and on the east by the Saclan (Bay Miwok) and Costanoan. The Yokuts were probably attracted by the San Joaquin and Stanislaus Rivers and their tributaries. Most groups located their villages along the edges of permanent streams or watercourses. Yokut settlements tended to be larger and more permanent than in many parts of California.

The Yokuts' subsistence in the area was based on gathering and processing of wild seeds, acorns, and other plants, fish and shellfish, and small game. They gained much of their livelihood from fishing, building tule boats to navigate the San Joaquin River and the Delta.

The Yokuts maintained trade links with coastal villages where they traded furs and other materials for shells, such as abalone and clams. Shell disks and dentelium beads, as well as polished cylindrically-shaped magnesite rocks and bi-valves, were used as money.

### **Spanish-Americans**

The first Europeans to arrive in the area, in 1769, were deserters from the Spanish military. In 1813, Spanish Franciscan friars, accompanied by soldiers, entered the San Joaquin Valley to round up the deserters, convert the native Americans to Catholicism, and search for suitable mission sites. Although the Yokuts at first co-existed with the Spanish, they were eventually exploited by the newcomers and fought with the settlers.

Two of the most notable conflicts took place on the banks of the Stanislaus River about a mile and a half upstream from its confluence with the San Joaquin River. In the first battle on May 5, 1829, the combined Spanish forces from San Jose and San Francisco were defeated by the Yokuts, led by Chief "Estanislao." The Spanish later named the Stanislaus River after the indian chief. General Vallejo returned to the area and on May 19, 1829, defeated the Yokuts, inflicting great losses.

In 1832, Colonel Warner, a member of a trapping expedition, reported finding numerous indian villages along the San Joaquin River. Upon his return, however, he found the villages greatly depopulated due to a smallpox epidemic which took place in 1833.

### **Mexican Land Grants**

In 1824, Mexico won the Californias from the Spanish. In 1844, Governor Manuel Micheltorena granted Sebastian Nunez 16,500 acres extending from the San Joaquin River west to the foothills. This grant, Rancho Orestimba y Las Garzas, was one of five land grants in present-day Stanislaus County.

During the early 1840s to the 1860s, thousands of wild horses roamed the plains of western Stanislaus County and immense herds of deer, elk, and antelope were seen. Grizzly bears were common, and wild geese and ducks frequented the area each fall. The eventual shift to heavy agricultural use and alteration



of the area for cultivation pressured both the wildlife and the remaining indian population out of the valley.

In 1846, the United States acquired California from Mexico. Soon after, the Gold Rush of 1849 brought many changes. One of the most profitable occupations became cattle raising. The stockmen settled along the river and ran their cattle over the vast plains. The pioneers turned to merchandising, and the towns of Hills Ferry, Crows Landing, Grayson, and San Joaquin City were born. During periods of high water, freight was shipped by steamboat and barges. During the rest of the year, freight had to be hauled by teams over the road along the river.

## **Hills Ferry**

The town of Hills Ferry was born in 1849, when Judge D.D. Dickerson of Stockton sent a team down the San Joaquin River to establish a trading post and ferry service. The Hills Ferry site was chosen because it provided access to Stockton by boat and to the foothills from the Pacheco Pass. The town's store and ferry were operated by two men named Watts and Boyce. These men were found murdered, and the ferry and store passed into the possession of Jesse Hill and John DeHart. By 1854, Jesse Hill had taken full control of the ferry business and renamed the operation after himself, thereby bequeathing his name to the community.

Hills Ferry was noted for its rough character, its robberies and crime, and its saloons. Horse thieves and outlaws found it a convenient crossing place on their way to the mountains after raids on settlers in the valleys. The Gold Rush also played an important role in the growth of Hills Ferry. Its location at the confluence of the San Joaquin and Merced Rivers made Hills Ferry a popular meeting place for immigrants traveling over Pacheco Pass enroute to the gold fields. Hills Ferry was noted for its lawless ways. When the rush of people heading for the gold fields waned, so did the prosperity of Hills Ferry, for a short period.

By 1865, C.G. Hubner had acquired ownership of practically the entire town of Hills Ferry. Wheat was the major crop on the West Side. Stanislaus County was known as the banner wheat county of the state. The farmers had to depend entirely on the rainfall for their crops, however. When the rains failed to come, there was great hardship.

Hills Ferry became a crucial shipping point for wheat. With the nearest rail shipping point 50 miles away in Banta, farmers relied on river barges for shipment of harvest. The river was usually navigable only from April to July because of runoff from melting snow, while the wheat harvest lasted from May to September. As a result, warehouse storage became necessary to hold the summer crops for shipment the next spring. Warehousing became a lucrative business in Hills Ferry.

Simon Newman arrived in Hills Ferry in 1870 after his unsuccessful search for gold. Newman opened a store, owned a large herd of sheep, and controlled a quarter-share in a river steamer that served the town. Through the 1870s Hills Ferry continued to prosper. The town had hotels, stores, homes, a racetrack, warehouses, and a thriving saloon trade. By the late 1870s, Hills Ferry had a population estimated as high as 500 people, making it the largest town in Stanislaus County. Another 2,500 lived on surrounding ranches.

Two factors doomed the prospering town and resulted in the founding of Newman at its present location. In 1878, the Miller-Lux Canal reached the area and changed the nature of agriculture in the area and reduced the importance of wheat as a local crop. Large dry ranches were broken down into smaller

irrigated operations. Alfalfa and clover were raised to fatten cattle for shipment to San Francisco. Shipment of cattle by river, however, was slow and erratic.

In 1888, the Southern Pacific Railroad Company extended its rails south from Banta. The Southern Pacific Improvement Company, a subsidiary, set aside 320 acres at a site three miles west of Hills Ferry for a city. The railroad shifted the focus of commerce from boat to train. Many Hills Ferry businesses moved west to the railroad line. Elections and other formal business were for a time carried out in Hills Ferry, but as more and more residents followed the exodus to Newman, Hills Ferry died. Upon completion of the rail and depot, Southern Pacific held a picnic to kick off land sales. Potential land purchasers were brought by train from Oakland to the new site. Lots in the new town were auctioned off, and sold surprisingly well, exceeding the expectations of Southern Pacific.

The activity and the railroad drove virtually all the remaining Hills Ferry businesses to the new site. The railroad marked the abandonment of all the river towns. Crow's Landing moved to its present location, Grayson to Westley, and San Joaquin City to Vernalis.

### **Newman**

At Southern Pacific's auction, Simon Newman purchased the prime lot for his new store, one block from the depot at the southwest corner of Fresno and "N" Streets, and moved his operations from Hills Ferry to the town that would bear his name. He also purchased several other lots as investments. New buildings were constructed, and warehouses and saloons were literally moved from Hills Ferry.

Simon Newman was the largest landowner in town, and had a system of grain warehouses at all points on the West side. Much of the wheat and barley he shipped came from his own ranches. His store was the largest mercantile establishment in town. In 1903, he founded the Bank of Newman.

The City of Newman incorporated in 1908, and elected its first City Council. New schools were built, the first volunteer fire department was organized, and concrete sidewalks started to appear in 1910. By 1921, nearly all of Newman's streets were paved, giving Newman more paved streets than any other town in the United States of its size. In 1923, black walnut trees were planted the four miles between Newman and Gustine.

Newman's economy was dependent on wheat, barley, and most importantly, alfalfa raising. Alfalfa was ideal for fattening beef cattle also for dairy cows. The dairy industry began in Gustine, and then spread to Newman. Newman became known as the "Cream Pitcher of the Pacific," which became the city's official slogan in 1925.

Newman continued to grow through the years. Other notable milestones in Newman's history included the establishment of an auxiliary air field at Crows Landing by the Navy in 1942. The Delta-Mendota Canal (part of the federal Central Valley Project) was completed in 1951, and the Interstate 5 and the California Aqueduct were completed as far south as Los Banos in 1967.

In December 1979, the Southern Pacific Railroad depot closed in Newman. The station was subsequently sold and moved to an amusement park.

## **HISTORIC SITES AND BUILDINGS**

Newman contains a number of historic homes and structures built in the late 1800s and early 1900s. In 1984, the Newman-Crows Landing Arts Council received a grant to inventory the buildings in the community which were built prior to 1942. Over 200 historic homes were recorded in the inventory.

Newman's downtown area has many buildings constructed in the late 1800s and early 1900s that reflect Newman's historic heritage. Buildings of note including the following:

- Simon Newman building at 1405 N Street, built in 1869
- St. Clair building at 1457 O Street, built in 1910
- St. George Hotel at 1342 O Street, built in 1903
- Giovannini Building at 1248 O Street, built in 1914
- Carnegie Library, at 1209 O Street, built in 1920 and now operating as the City's museum

The Presbyterian Church Bell Tower at 1107 Kern Street is the only remnant of the original church constructed in 1889. The FDES Hall on R Street, across from Pioneer Park, was constructed in 1914.

No sites in Newman are currently registered on the National Register of Historic Places or on the State Inventory of Historic Places.

## **ARCHAEOLOGICAL RESOURCES**

The Central California Information Center of the California Archeological Inventory completed a records search for the Newman Study Area in May 1990. The search revealed one recorded cultural resource in the eastern part of the Study Area. To date, however, only two other cultural resource investigations have taken place in the Study Area. Given the lack of survey data within the Study Area, it is difficult to assess the cultural resource potential.

Areas that are considered sensitive (likely to have archaeological or historic cultural resources) are often located near natural watercourses, springs or ponds, and on elevated ground. Many archaeological sites in the Central Valley have been buried by silt and might not be evident by surface surveys. The channels of natural watercourses change over the years and springs dry up, therefore, archaeological sites may be found in areas that are distant from present sources of water.



## **FINDINGS**

- As of August 1992, the City had about 12 acres of parkland, a ratio of about 2.6 acres of developed parkland to 1,000 population.
- The City's Recreation Department offers a number of recreational classes and activities.
- The largest cultural event in Newman is the annual Fall Festival.
- Newman has a rich history, from territory of the Yokuts indians to a Mexican land grant. Its more recent origins were at Hills Ferry, located on the San Joaquin River. The completion of the railroad drove virtually all the Hills Ferry businesses to the new city site, which became Newman.
- Newman contains many historic homes and structures built in the late 1800s and early 1900s. Over 200 historic homes were inventoried in 1984. Newman's downtown contains numerous historic buildings.
- Most of the Study Area has not been surveyed for the existence of archaeological resources. One known archaeological sites is located within the Study Area. Sites along the San Joaquin River and watercourses are areas in which archaeological resources are most likely to be located.



**PERSONS CONSULTED**

Amescua, Rick, Recreation Coordinator, City of Newman

Greathouse, Elizabeth, Central California Information Center, Department of Anthropology, California State University, Stanislaus

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CHAPTER VIII  
NATURAL RESOURCES





## **CHAPTER VIII**

### **NATURAL RESOURCES**

#### **INTRODUCTION**

The water, agricultural lands, soils, vegetation and wildlife, air quality, and mineral resources in and around Newman contribute to the city's economy and are key elements in the quality of life of Newman residents. This chapter inventories and assesses the area's major natural resources, including water, agricultural soils, vegetation and wildlife, air, and mineral resources.

#### **WATER RESOURCES**

The quantity, quality, and availability of water are vital to both natural processes and human activities in and around an urban area. Water is essential to the development of housing, commerce, industry, agriculture, to recreation, and to the maintenance of high-quality aquatic and terrestrial resources.

##### **Precipitation**

The climate of the San Joaquin Valley is characterized by hot summers and cool, rainy winters. During the summer months the San Joaquin Air Basin is influenced by a high-pressure cell off the coast. Within this cell, air descends almost continuously; the descending air is compressed, thereby raising its temperature and lowering the relative humidity. When this cell is dormant, there are no major storms or regionwide precipitation. During the winter the influence of this high-pressure cell is intermittent, resulting in alternating periods of stormy, unsettled weather and stable, rainless conditions. Intermittent periods of fog also occur during these months.

The mean annual precipitation for Newman is 10.37 inches (Newman Chamber of Commerce 1989). Most of the precipitation occurs from December to April; summer months are virtually rainless. Occasionally, Newman receives rain during the summer months from thunderstorms.

##### **San Joaquin River**

The San Joaquin River is located just beyond the eastern edge of the Study Area. The river is used for irrigation of agricultural land in the area. The San Joaquin River has excellent water quality at its source in the Sierra Nevada Mountains, but as it flows through the valley, its quality is reduced by each successive withdrawal (Stanislaus County Department of Planning and Community Development 1988).

The watershed of the San Joaquin River is the southern San Joaquin Valley, which encompasses 11,000 square miles, extending west from the Sierra Nevada crest to the Coast Ranges and south from the San Joaquin Delta to the drainage dividing the San Joaquin and Kings Rivers. Principal tributaries of the San Joaquin River include the Stanislaus, Tuolumne, Merced, Chowchilla, and Fresno Rivers. All of these rivers are regulated by reservoirs.

### San Joaquin River Water Quality

Water at high elevations originates as snow melts and is of excellent quality; however, subsequent irrigation drainage and waste discharges flowing into rivers on the valley floor continually degrade water quality.

Agricultural and domestic use and return contribute to its degradation. As flows decrease seasonally, concentrations of pollutants increase in the San Joaquin River since it serves as a drain for return water and domestic and industrial wastes through the entire San Joaquin Valley (Stanislaus County Department of Planning and Community Development 1988).

During the critical 1987 and 1988 water years, constituent concentrations were routinely higher than they had been during the 1986 water year, often exceeding the water quality objectives established by the Central Valley Regional Water Quality Control Board (RWQCB) in 1988 that are to be met by 1991 (Westcot pers. comm.). Contaminant levels are generally higher just north of the Merced River because of this downstream location. Past the Merced River contaminant levels are lower because inflows are diluted (Central Valley Regional Water Quality Control Board 1989).

Newman discharges wastewater into the San Joaquin River during times of high returns. In addition, the city has a drainage system that diverts stormwater runoff southeast of Newman, ultimately discharging it to the San Joaquin River (Mutoza pers. comm.).

### **Central California Irrigation Canal**

The Central California Irrigation District (CCID) covers an area from Crow's Landing on the north to Mendota on the south. The canal system is headed by the CCID main canal, which runs through the western portion of the Study Area. This canal is used for agricultural irrigation and drainage (Porter pers. comm.) but is not used for domestic water or for storm runoff drainage (Mutoza pers. comm.).

### **Groundwater**

Groundwater is the sole source of Newman's domestic water supply (Mutoza pers. comm.).

The city and the entire San Joaquin Valley are underlain by the San Joaquin groundwater basin. Most groundwater in this basin occurs in two zones separated by the Corcoran clay member of the Tulare formation. The Tulare formation consists partially of Corcoran clay or "blue clay," an impervious layer of varying thickness that separates the upper and lower water-bearing zones.

The basin contains two water-bearing zones. The lower zone is below the Corcoran clay and contains confined fresh water. The upper zone contains confined, semiconfined, and unconfined water in the upper section of the Corcoran clay and younger deposits exclusive of the water within 25 feet of land surface. A shallow water-bearing zone is also found in the alluvium and flood-basin deposits, which contain unconfined water within approximately 25 feet of land surface.

The groundwater levels of the upper water-bearing zone are relatively high throughout the Study Area. However, groundwater depths fluctuate from season to season. Groundwater depths in the Newman area range from 23 to 31 feet. Newman has experienced a recent average drop in groundwater level of approximately five feet per year due primarily to the drought conditions (Garza pers. comm.). No major groundwater overdraft problems are known to occur in the Newman area (Garza pers. comm.). City wells



are drilled 450 to 500 feet deep (Garza pers. comm.). Increases in groundwater levels are primarily influenced by precipitation, percolation, and snowmelt recharge. No major effects on shallower agricultural wells from drought-related drawdown have been documented.

The groundwater situation west of the San Joaquin River is substantially different from the rest of the county to the east (Stanislaus County Department of Planning and Community Development 1988). Three major problems have been identified in the western portion of the county: a rising perched water table, saline buildup in the soil, and an increasing imbalance in the groundwater body.

A perched water table occurs when a relatively impermeable clay soil layer near the surface interrupts percolation of groundwater; groundwater then collects in the upper soil layers. The perched or high water table has been a significant problem historically, especially for agriculture. In areas where the perched water table has resulted in water levels within six feet of the surface, crop types have been changed from highly profitable row and orchard crops to less profitable field crops. Effects of perched groundwater include increased salt toxicity, loss of crops with deep root systems, and increased plant disease (Stanislaus County Department of Planning and Community Development 1988). The second problem, high salinity, often exists in areas with perched water tables. High salt concentrations in both the perched water table and soils cannot be tolerated by most plants, making agricultural production in these areas difficult.

The third problem is an increasing imbalance in the groundwater table in some areas of western Stanislaus County. Use of groundwater for irrigation during drought years increases the risk of a groundwater draft that is greater than the aquifer's sustained yield. No current overdraft problems are known to occur in the Newman area (Garza pers. comm.).

The City and the Central California Irrigation District (CCID) recently completed a joint study to determine the characteristics of the groundwater supply. As of August 1992, this study was in draft form for review purposes. Water level hydrographs for wells indicate that the Newman area is not in a state of groundwater overdraft, as water levels are rising in the long term. Despite this, there are substantial declines in water level during drought periods, particularly in well tapping the lower aquifer, which is confined. Such lowered water levels, even for brief periods, have the potential to create land subsidence, due to compression of clay layers above the water-producing strata.

### Groundwater Quality

Groundwater quality in the Newman area is generally considered good (Mutoza pers. comm.). Wells are periodically tested and information sent to the California Department of Health Services. Concentrations of organic chemicals in wells are not confirmed. Tests showed Well No. 1 has high levels of total dissolved solids, sulfates, iron, and magnesium, but levels do not exceed state standards (Zocco pers. comm.). Potable groundwater is considered moderately hard. Recently the City has abandoned Well No. 4 because traces of ethylene dibromide (EDB) have been detected (Garza pers. comm.).

Preliminary conclusions of the CCID groundwater study are that in terms of subsurface geologic conditions and groundwater quality, the groundwater inflow into the Newman urban area could be increased from the present estimated 2,500 acre-feet per year to at least 5,000 to 7,500 acre-feet per year without creating adverse migration of poor quality groundwater into an expanded urban area. The most favorable area for future development of groundwater supply is to the west and southwest of the city. Salinity, nitrate, iron, and manganese contents are indicated to be relatively low in this part of the Newman area. Groundwater east and northeast of Newman is of relatively high salinity and high iron



content, and this is area therefore is considered the least suitable area for development of groundwater for public supply in the future.

### **Water Use**

Water is used in the Study Area for residential, commercial, industrial, and agricultural purposes. Three domestic wells provide the potable water supply for the city annually. The city's water system and demand are described in Chapter VI, "Public Facilities and Services."

## **AGRICULTURAL SOILS AND RESOURCES**

### **Soils**

For many years areawide soil information has been primarily limited to reports and soil maps prepared by the U.S. Soil Conservation Service (SCS). The SCS classification system is concerned primarily with differentiating soils according to their capacity for cultivation.

Merced County soil data were obtained from a draft SCS soil survey. The most recent soil data for Stanislaus County were obtained from a University of California survey published in 1968. An SCS soil survey is underway in Stanislaus County but is not currently available. Soil information for Stanislaus County and Merced County differ slightly because the soil surveys differ in their classification systems. Study Area soils are shown in Table VIII-1 and Figure VIII-1.

Generally, dominant soils in the Study Area exhibit characteristics of slow runoff, slow permeability, and little or no erosion hazard (University of California 1968, U.S. Soil Conservation Service in review).

### **Storie Index Rating**

The University of California at Davis rated soils in the Study Area according to the Storie Index. The index classifies soils according to their agricultural suitability based on four general factors: characteristics of soil profile and depth; surface texture of the soil; dominant slope; and factors influenced by human management or modification, including drainage, salt and alkali content, general nutrient level, and erosion potential.





**TABLE VIII-1**  
**SOIL TYPES AND RATINGS IN THE STUDY AREA**

Soil Abbreviation	Soil Name	Storie Index Rating	Soil Grade	Land Capability Classification <sup>a</sup>
Ve9	Vernalis loam, 0-1 percent slopes	100	1	I
Sd2	Salado fine sandy loam, 0-2 percent slopes	100	1	I
Sd5	Salado loam, 0-5 percent slopes	100	1	I
Za8	Zacharias loam, 0-1 percent slopes	95	1	I
Ve3	Vernalis clay loam, 0-1 percent slopes	85	1	I
St4	Stomar loam, 0-1 percent slopes	85	1	II
W	Woo clay loam, 0-2 percent slopes	85	1	I
Ve7	Vernalis gravelly loam, 0-1 percent slopes	80	1	II
My6	Myers clay loam, 0-2 percent slopes	72	2	II
Ve10	Vernalis loam, water table, 0-1 percent slopes	70	2	II
St2	Stomar clay loam, 0-1 percent slopes	68	2	II
Ca4	Camarillo loam, 0-1 percent slopes	67	2	II
S	Stanislaus clay loam, wet	61	2	II
Ca2	Camarillo clay loam, 0-1 percent slopes	57	3	II
My3	Myers clay, loamy substratum, 0-2 percent slopes	57	3	II
Te2	Temple clay loam, 0-1 percent slopes	56	3	II
D	Dosamigos clay loam, partially drained	41	3	III
X	Xerofluvents, channeled	36	4	IV <sup>b</sup>
Or4	Orestimba clay loam, 0-1 percent slopes	34	4	II
Cc2	Capay clay, 0-1 percent slopes	32	4	II
Db	Dospalos-Bolfar complex, occasionally flooded	32	4	III
Sa2	Sacramento silty clay, 0-1 percent slopes	30	4	II
Cc3	Capay clay, water table, 0-1 percent slopes	25	4	II
Me3	Merced clay, 0-1 percent slopes	21	4	II
P	Pedcat loam, leveled, 0-2 percent slopes	10	5	IV
B	Britto clay loam, leveled	8	6	IV

<sup>a</sup> All ratings assume irrigation in addition to rainfall.

<sup>b</sup> Rating for nonirrigated soil.

Sources: University of California at Davis, Stanislaus County 1968; U. S. Soil Conservation Service in review; McElhiney pers. comm.



Agriculture is the predominant land use in the Study Area. According to the land use survey in July 1990, 8,510 acres of the Study Area were in agricultural production or devoted to some kind of agricultural use as of July 1990, accounting for approximately 85 percent of the Study Area. (This total does not include 102 acres within the city limits which were in agricultural production as of July 1990 but are committed to urban development through final or tentative subdivision map approval). Table VIII-2 lists the uses in the Study Area.

**TABLE VIII-2**  
**AGRICULTURAL USES**  
**Study Area**  
**July 1990**

Use	Net Acreage	% of Study Area
<b>Agriculture</b>		
Irrigated open land farming	6,499.43	64.7%
Combination irrigated/non- irrigated open land farming	604.21	6.0%
Tree crops	1,063.27	10.6%
Dairies	311.89	3.1%
Poultry ranches	9.00	0.1%
Miscellaneous facilities	22.41	0.2%
<b>Total Agricultural</b>	<b>8,510.21</b>	<b>84.7%</b>
<b>Urban<sup>1</sup></b>	<b>1,052.97</b>	<b>10.5%</b>
<b>Natural Vegetation</b>	<b>487.63</b>	<b>4.9%</b>
<b>TOTAL STUDY AREA</b>	<b>10,050.81</b>	<b>100.0%</b>

<sup>1</sup> Includes 101.76 acres of land in agricultural production as of July 1990 which were committed to urban development through final or tentative subdivision map approval

Source: J. Laurence Mintier & Associates, City of Newman Land Use Inventory, July 1990

Like Stanislaus County and Merced County, Newman depends heavily on agriculture and agriculture-related industry. The largest employers in Newman are predominantly agricultural industries, including a cheese factory, creamery, and tomato-packing plant.

More specific descriptions and mapping of crop types in the Study Area were made based on surveys by the California Department of Water Resources in 1988 (Stanislaus County) and 1989 (Merced County), as illustrated in Figure VIII-2. The predominant agricultural uses and crop types in the Study Area were dry beans, corn, and pastureland. Crop types change frequently because of factors such as crop rotation and changes in demand for specific agricultural products. Therefore, the agricultural uses shown in Figure VIII-2 may not reflect crop types in 1990. Table VIII-3 below indicates the key to symbols used in Figure VIII-2.

TABLE VIII-3

CROP TYPES<sup>1</sup>**Field Crops**

F5	Sugar beets
F6	Corn (field or sweet)
F7	Grain sorghums
F8	Sudan
F10	Beans (dry); lima, garbanzo

**Pasture**

P1	Alfalfa and alfalfa mixtures
P2	Clover
P3	Mixed pasture
P4	Native pasture
P5	Induced high-water native pasture

**Truck and Berry Crops**

T10	Onions and garlic
T15	Tomatoes
T22	Broccoli

**Deciduous Fruits and Nuts**

D5	Peaches and nectarines
D6	Pears
D12	Almonds
D13	Walnuts

**Idle**

I	Idle
I1	Idle, cropped within last 3 years
FF	Fallow

**Native Classes**

NW	Water surface
NV	Native vegetation

**Urban Classes**

U	Urban
UC6	Schools
UV1	Misc. unpaved
UV6	Misc. paved

**Semiagricultural and Incidental to Agriculture**

S1	Farmsteads
S2	Feedlots
S3	Dairies
S4	Lawn areas
S5	Cemeteries

<sup>1</sup>Refer to Figure VIII-2

Source: California Department of Water Resources, 1988 (Stanislaus County), 1989 (Merced County)

### Williamson Act

The California Land Conservation Act (Williamson Act) encourages conservation of agricultural lands. The act allows cities and counties to create agricultural preserves and offer tax incentives to farmers who agree not to develop their agricultural lands. A contract, signed by a property owner, indicates that contracted land will not be developed for a 10-year period. The tax assessment on the contracted land is based on its agricultural use value rather than on market value. Each year the contract is automatically renewed for an additional 10-year period unless a termination is requested.

A Williamson Act contract may be terminated in two ways: the landowner or local jurisdiction may file a notice of nonrenewal, or the landowner may submit a request for cancellation to the local jurisdiction. A notice of nonrenewal results in nine years of incremental increases in tax base assessment, culminating in assessment based on the market value of the land. During this phase-out period, the land must remain undeveloped. At the end of the nine-year period, the contract binding the land is terminated and the land can be developed.

A request for cancellation must be approved by the County. Approval is subject to strict findings that cancellation is in the public interest and/or will not result in the disruption of future development patterns. If the request is approved, the land in question is immediately released from contract and can be developed for uses other than agriculture.

In all of Stanislaus County, approximately 697,932 acres were under Williamson Act contracts in 1989 (Stanislaus County Department of Planning and Community Development 1990). According to the Stanislaus County Assessor, approximately 5,571 acres within the Stanislaus County portion of the Study Area are reserved under the Williamson Act. Merced County does not participate in the Williamson Act program. Williamson Act lands within the Study Area are shown in Figure VIII-3.

### Agricultural Water Supply

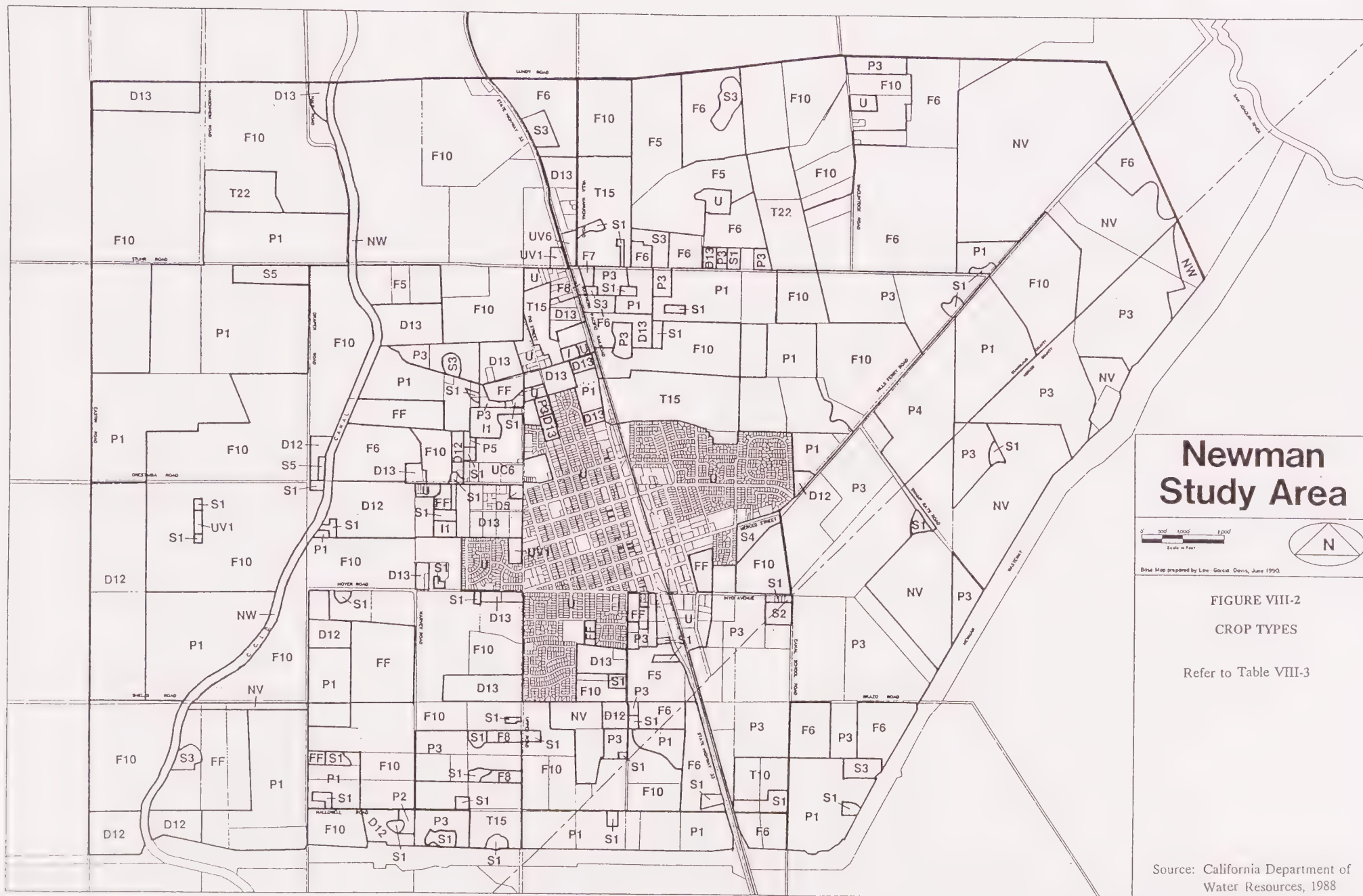
The availability of a reliable water supply is an important factor affecting agricultural productivity. Four consecutive years of drought (1986-1989) have depleted the water supplies available to the Study Area, Stanislaus County, and Merced County. When irrigation water from the San Joaquin River is unavailable, irrigation water is pumped from local wells. Groundwater is also the primary water source for Newman. Thus, during drought years, agricultural operations near the city could compete with urban uses for available groundwater (Stanislaus County Department of Planning and Community Development 1990).

## **VEGETATION AND WILDLIFE RESOURCES**

Plant and animal resources in the Study Area occur in both natural and altered habitats. Natural habitats constitute only a small portion of the Study Area, primarily wetland habitat. Valley grassland vegetation is also scattered throughout the Study Area.

Altered habitats include cultivated and residential areas. Most of the Study Area is either cultivated or grazed. Although subject to human disturbance, these altered areas may still be valuable to wildlife.





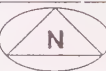






## Newman Study Area

0 500 1000  
Scale in Feet



Base Map prepared by Lew Garcia Davis, June 1990

FIGURE VIII-3  
WILLIAMSON ACT LANDS

Source: Stanislaus County Assessor,  
1989



## Methods

The analysis of vegetation and wildlife resources of the Study Area is based on a field survey conducted on March 29, 1990. A Jones & Stokes Associates biologist drove all public roads in the Study Area and stopped frequently to examine areas believed capable of supporting native vegetation and wildlife. A search of the California Natural Diversity Database (NDDDB) (1989) for special-status plant and wildlife species, a review of pertinent literature and Jones & Stokes Associates' file information, and contacts with the California Department of Fish and Game (DFG) (Teresa pers. comm.) supplemented the field surveys.

## Habitat Types

Five major habitat types were identified in the Study Area. These habitats are shown in Figure VIII-4. Characteristics of the five habitats and the kinds of vegetation and wildlife resources associated with each are described below. Tables VIII-4 and VIII-5 give the scientific names of the plant and wildlife species discussed in this section.

### Wetland Vegetation

An approximately 55-acre natural wetland area exists along the eastern margin of the Study Area (Figure VIII-4). This area contains small, wetland depressions with thick growths of cattails and tules as well as moist meadow habitats dominated by sedges. The more upland portions of this site have been used as pasture. During the field survey, northern harriers, black-shouldered kites, great blue herons, mallards, common snipe, killdeer, red-winged blackbirds, and song sparrows were observed in the vicinity of this wetland area.

Wetlands receive special protection under Section 404 of the Clean Water Act. A delineation using techniques developed by the U. S. Army Corps of Engineers and the U. S. Environmental Protection Agency (EPA) would be required to determine the exact amount of wetland acreage at this site.

### Canal Channels and Sewage Treatment Ponds

Canal channels such as the Newman Wasteway have both open water and freshwater marsh vegetation that provide habitat for numerous wildlife species. Shallow water provides foraging habitat for shorebirds and wading birds, including great blue herons, great egrets, and killdeer. Cattails and tules dominate the freshwater marsh vegetation within the Newman Wasteway and along various other canals in the Study Area. This vegetation offers habitat to mallards, cinnamon teal, marsh wrens, red-winged blackbirds, and song sparrows. Deep water areas are frequented by pied-billed grebes, American coots, and a variety of gulls.

### Valley Grasslands

Valley grassland habitat exists in the northeastern portion of the Study Area near the San Joaquin River. This area has been used for grazing and other agricultural purposes, but some natural swales and topography are still evident. Valley grasslands are dominated by many species of non-native grasses and other herbaceous plants including bromes, wild oats, wild barley, and filaree. Bird species observed using the grassland habitat during the field survey include black-shouldered kites, golden eagles, red-tailed hawks, American kestrels, mourning doves, western kingbirds, yellow-billed magpies, American crows, loggerhead shrikes, and western meadowlarks.



### Agricultural Areas

Most of the Study Area is dedicated to agricultural fields and orchards. Despite their intensive management and lack of natural vegetation, agricultural areas support a diversity of birds and other wildlife. The relative wildlife value of agricultural lands depends on several factors including the crop type, irrigation system, pesticide and herbicide use, farming practices, and the surrounding land use. In the Study Area, alfalfa fields are especially valued as foraging habitat for the state-threatened Swainson's hawk (see special-status species below) and other raptors. Many of the wildlife species observed in grassland habitats, such as western meadowlarks, red-winged blackbirds, yellow-billed magpies, and mourning doves, also use agricultural fields.

### Urban and Developed Areas

Residential and other developed areas occupy a large portion of the Study Area. Although they have reduced habitat value compared to natural areas, developed lands provide habitat for generalist species such as American robins, scrub jays, northern mockingbirds, California ground squirrels, and Virginia opossums.

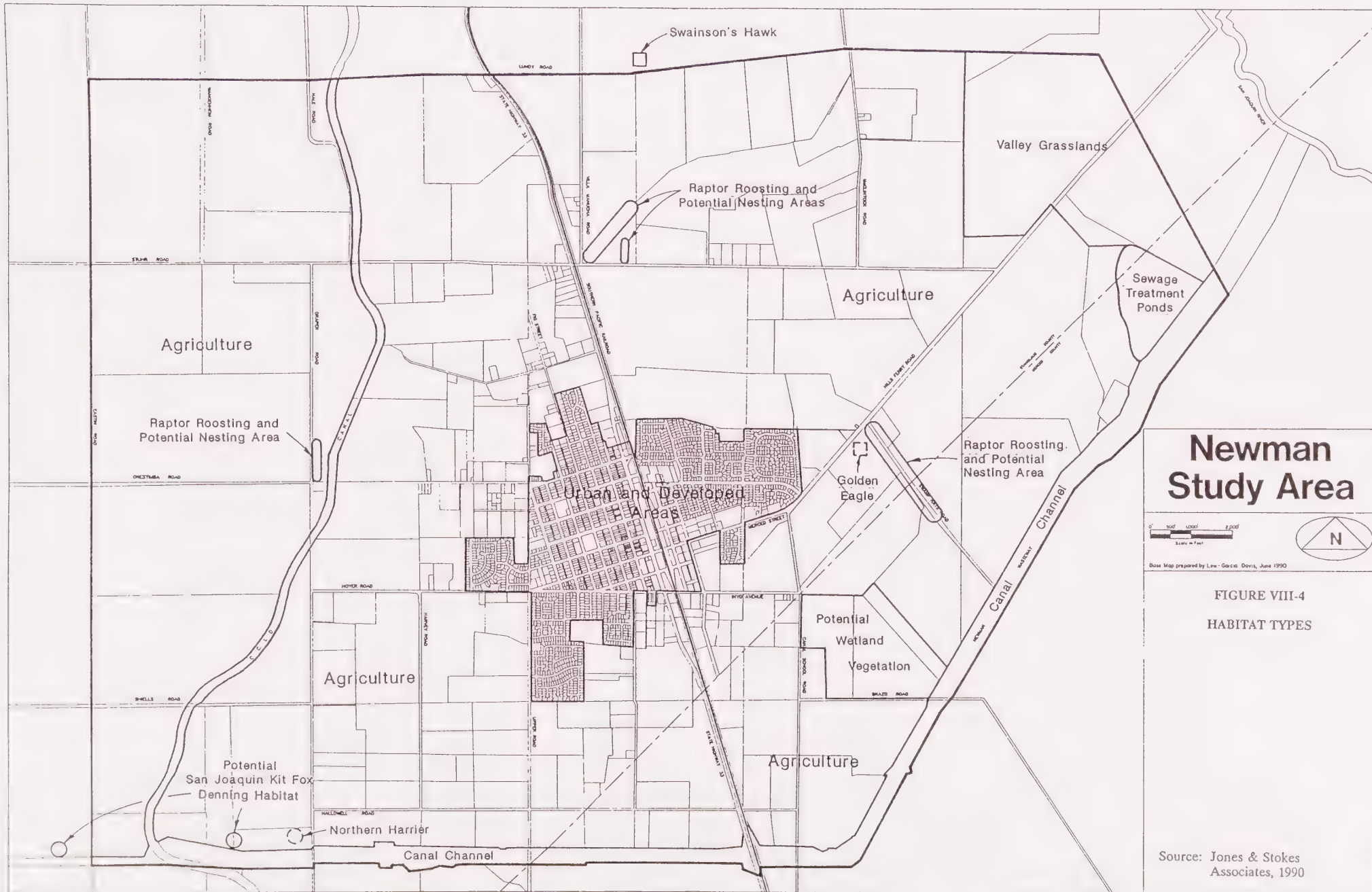
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**TABLE VIII-4**  
**COMMON AND SCIENTIFIC NAMES OF PLANT SPECIES**  
**MENTIONED IN THE TEXT**

Common Name	Scientific Name
Bearded allocarya	<i>Plagiobothrys hystriculus</i>
Blackberry	<i>Rubus</i> sp.
Brome	<i>Bromus</i> sp.
Delta coyote-thistle	<i>Eryngium racemosum</i>
Diamond-petaled California poppy	<i>Eschscholtzia rhombipetala</i>
Filaree	<i>Erodium</i> sp.
Wild barley	<i>Hordeum</i> sp.
Wild oat	<i>Avena fatua</i>

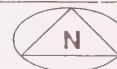
Source: Jones & Stokes Associates, 1990

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# Newman Study Area

0 1000 2000 3000  
feet  
Scale in Feet



Base Map prepared by Lee-Garcia Davis, June 1990

FIGURE VIII-4  
HABITAT TYPES

Source: Jones & Stokes  
Associates, 1990



TABLE VIII-5

**COMMON AND SCIENTIFIC NAMES OF WILDLIFE SPECIES  
MENTIONED IN THE TEXT**

Common Name	Scientific Name
<b>Reptiles</b>	
Blunt-nosed leopard lizard	<i>Gambelia silus</i>
Giant garter snake	<i>Thamnophis couchi gigas</i>
<b>Birds</b>	
Great blue heron	<i>Ardea herodias</i>
Great egret	<i>Casmerodius albus</i>
Aleutian Canada goose	<i>Branta canadensis leucopareia</i>
Black-shouldered kite	<i>Elanus caeruleus</i>
Northern harrier	<i>Circus cyaneus</i>
Sharp-shinned hawk	<i>Accipiter striatus</i>
Cooper's hawk	<i>Accipiter cooperii</i>
Swainson's hawk	<i>Buteo swainsoni</i>
Red-tailed hawk	<i>Buteo jamaicensis</i>
American kestrel	<i>Falco sparverius</i>
Merlin	<i>Falco columbarius</i>
California quail	<i>Callipepla californica</i>
Greater sandhill crane	<i>Grus canadensis tabida</i>
Killdeer	<i>Charadrius vociferus</i>
Spotted sandpiper	<i>Actitis macularia</i>
Mourning dove	<i>Zenaidura macroura</i>
California yellow-billed cuckoo	<i>Coccyzus americanus occidentalis</i>
Burrowing owl	<i>Athene cunicularia</i>
Short-eared owl	<i>Asio flammeus</i>
Western kingbird	<i>Tyrannus verticalis</i>
Scrub jay	<i>Aphelocoma coerulescens</i>
Yellow-billed magpie	<i>Pica nuttalli</i>
American crow	<i>Corvus brachyrhynchos</i>
American robin	<i>Turdus migratorius</i>
Northern mockingbird	<i>Mimus polyglottos</i>
Loggerhead shrike	<i>Lanius ludovicianus</i>
European starling	<i>Sturnus vulgaris</i>
Yellow-rumped warbler	<i>Dendroica coronata</i>
Red-winged blackbird	<i>Agelaius phoeniceus</i>
Western meadowlark	<i>Sturnella neglecta</i>
Brewer's blackbird	<i>Euphagus cyanocephalus</i>
House finch	<i>Carpodacus mexicanus</i>
<b>Mammals</b>	
Virginia opossum	<i>Didelphis virginiana</i>
San Joaquin kit fox	<i>Vulpes macrotis mutica</i>

Source: Jones & Stokes Associates, 1990



## Special-Status Species

### Plants

Special-status plants were defined to include:

- Federally-listed threatened or endangered under the Endangered Species Act (50 CFR 17.12);
- Federally proposed (as published in the Federal Register) and candidates (50 FR 39526-39584) for listing as either threatened or endangered;
- State-listed rare, threatened, and endangered species under the California Endangered Species Act (California Administrative Code, Title 14, Section 670.5); and
- Species listed as rare and endangered (list 1) and species for which additional information is needed (list 3) by the California Native Plant Society (Smith and Berg 1988).

A review of the NDDDB (1989) revealed that the following special-status plant species may occur within the Study Area.

Delta Coyote-Thistle. Legal status: federal-candidate (Category 2); state-endangered. The Delta coyote-thistle has been collected in lowland riparian and floodplain habitats in Merced, Stanislaus, and San Joaquin Counties. Most historical occurrences have been eliminated by flood control and agricultural activities. The species was thought for several years to be extinct, but it was found recently along the San Joaquin River in Merced County. No populations are known in the Study Area, but some suitable habitat may exist in the floodplain of the San Joaquin River.

Diamond-Petaled California Poppy. Legal status: federal-candidate (Category 2); state-none. Diamond-petaled poppies occur in grassland habitats of the inner Coast Ranges from San Luis Obispo County to Contra Costa County. The species has declined because of grazing, competition from non-native species, and habitat losses. It once occurred on a hillside north of the mouth of Del Puerto Canyon but has not been seen at this site since 1965 (Natural Diversity Data Base 1989). The diamond-petaled poppies occurred north and west of the Study Area, but other undiscovered populations could be present on the hills near Interstate 5 along the west boundary of the Study Area.

Bearded Allocarya. Legal status: federal-candidate (Category 2); state-none. A suspected population of bearded allocarya was found near the Study Area between Mud Slough and the San Luis Canal, approximately two air miles northeast of the Bay City Gun Club (Natural Diversity Data Base 1989). Specimens collected from this population were reexamined and found to be misidentified; this species is probably extinct (Jones & Stokes Associates file data).

Hispid Bird's-Beak. Legal status: federal-candidate (Category 2); state-none. A population of hispid bird's-beak was found adjacent to Mud Slough and Gun Club Road at Kesterson National Wildlife Refuge in Merced County (Natural Diversity Data Base 1989). This species has been eliminated from most of the San Joaquin Valley due to conversion of native habitats to agricultural uses. It is unlikely this species occurs in the Study Area, but wetland habitats should be searched during the flowering season to determine if it is present.

## Wildlife

Special-status wildlife include species on the following lists:

- Federally-listed threatened and endangered wildlife (50 CFR 17.11);
- Federal candidates for listing as threatened or endangered (54 FR 554-579);
- State of California listed threatened and endangered species (California Administrative Code, Title 14, Section 670.5);
- California fully-protected species [California Fish and Game Code, Sections 3511 (birds), 4700 (mammals), and 5050 (reptiles and amphibians)]; and
- Species of special concern to the California Department of Fish and Game (Remsen 1978, Williams 1986).

A review of the NDDDB (1989) revealed that the following wildlife species may occur in the Study Area.

San Joaquin Kit Fox. Legal status: federal-endangered; state-threatened. San Joaquin kit fox occurs principally in the San Joaquin Valley from Kern County north to Contra Costa County. Preferred habitats include saltbush scrub, valley grassland, oak woodlands, and freshwater marshes. This species has been observed at San Luis and Kesterson National Wildlife Refuges and in the southeast portion of Bennett Valley, just south of Sullivan Road. San Joaquin kit fox were not observed during the field survey, but potential habitat for this species exists along the banks of the Newman Wasteway and possibly along other canals in the Study Area.

Aleutian Canada Goose. Legal status: federal-endangered; state-none. Aleutian Canada geese winter in the Central Valley, and one of only several wintering areas occurs at the junction of the Tuolumne and San Joaquin Rivers near Modesto (Natural Diversity Data Base 1989). These geese forage in pastures and grain fields in agricultural areas. Although not known to occur in the Study Area, the Modesto birds could forage in this vicinity.

Swainson's Hawk. Legal status: federal-candidate (Category 2); state-threatened. In Central California, the Swainson's hawk occurs in the lower Sacramento and San Joaquin Valleys. It nests in oaks or cottonwoods in or near riparian habitats and forages in grasslands, irrigated pastures, and grain fields. A known nest site exists on the northwest side of Kelley Road at the junction of J18, near Hatfield State Park on the Merced River (Natural Diversity Data Base 1989). During the field survey, a single Swainson's hawk was observed foraging above an alfalfa field just north of the Study Area. All agricultural fields in the Study Area, especially alfalfa, provide suitable Swainson's hawk foraging habitat. The DFG is developing a statewide conservation plan for this species but its interim recommendation is a 0.5:1 replacement ratio for losses of Swainson's hawk foraging habitat due to conversion of agricultural lands to urban uses (Teresa pers. comm.).

Golden Eagle. Legal status: federal-none; state-california fully protected. Golden eagles use treetops and cliff faces for nesting but forage over wide areas, including agricultural lands. A single, immature golden eagle was observed soaring above the Study Area during the field survey, and this species could frequent Newman and vicinity more often during winter.



Greater Sandhill Crane. Legal status: federal-none; state-threatened. The Study Area is located within the wintering range of the greater sandhill crane. Although this is not a major wintering area, these birds may stop and forage in agricultural fields. No cranes were observed during the field survey, and the Study Area appears to be marginal habitat for this species.

Western Yellow-billed Cuckoo. Legal status: federal-candidate (Category 2); state-threatened. Yellow-billed cuckoos require stands of willow-cottonwood forest greater than 25 acres in extent and wider than 300 feet. No habitat in the Study Area meets these criteria and no cuckoos were observed during the field survey.

Tricolored Blackbird. Legal status: federal-candidate (Category 2); state-none. Tricolored blackbirds nest in freshwater marshes, blackberry thickets, and other protected substrates near water. This species has been recorded nesting at San Luis and Kesterson National Wildlife Refuges, approximately 0.75 mile southeast of the Gustine Airport and 2.6 miles northeast of Newman along Hills Ferry Road (Natural Diversity Data Base 1989). All of these sites appeared to be unoccupied during the field survey but they could be used later in the nesting season. Agricultural lands throughout the Study Area provide suitable winter foraging habitat for this species.

Giant Garter Snake. Legal status: federal-candidate (Category 2); state-threatened. The giant garter snake occurs in the Central Valley from Butte County south to Kern County. This secretive species frequents marshes or canals overgrown with tules and cattails and associated grassy, open uplands. This species has been observed along Los Banos Creek, 0.5 mile north of Highway 140, and 3 miles northeast of Gustine (Natural Diversity Data Base 1989). Potential giant garter snake habitat exists along the Newman Wasteway and in other canals of the Study Area.

Blunt-nosed Leopard Lizard. Legal status: federal-endangered; state-endangered. The geographic range of the blunt-nosed leopard lizard includes the Study Area. This lizard inhabits sparsely vegetated plains, alkali flats, low foothills, grasslands, canyon floors, large washes, and arroyos. The NDDb (1989) had no record of this species in the Study Area, and no evidence of this species or its preferred habitats were found during the field survey.

Wintering Raptor Species of Special Concern. At least four raptors of special concern to the DFG (Remsen 1978) could occur in the Study Area during winter, including Cooper's hawk, sharp-shinned hawk, merlin, northern harrier, and short-eared owl. None of these species was observed during the field survey and none would be expected to use the Study Area on a regular basis.

Breeding Raptor Species of Special Concern. The breeding ranges of the resident northern harrier and burrowing owl include the Study Area. Northern harriers breed in undisturbed grasslands and marshlands, and some potential nesting habitat for this species exists in the wetland southeast of Newman. Burrowing owls breed in upland habitats, and often use abandoned holes created by California ground squirrels. Although this species was not observed during the field survey, suitable breeding habitat exists along the banks of the Newman Wasteway and other canals in the Study Area.

## AIR RESOURCES

Newman is located within the San Joaquin Valley Air Basin, which is bounded by the Diablo Range on the west and the Sierra Nevada Range on the east. The Carquinez Strait, a sea-level gap between the Coast Ranges and the Diablo Range, is located approximately 85 miles west of the Study Area; the intervening terrain is mostly flat. The prevailing wind direction in the Study Area is from the northwest, owing to marine breezes through the Carquinez Strait. Air quality conditions in this air basin are influenced by a combination of topography, weather, wind patterns, and pollutant emissions. The topography influences the flow of contaminants from the valley. Table VIII-6 shows the climatological data for the city.

**TABLE VIII-6**  
**CLIMATOLOGICAL DATA**  
**City of Newman**

Time Period	Average Temperature (°F)		Average Rainfall (inches)
	Minimum	Maximum	
January	36.0	56.2	1.5
April	46.1	77.3	1.0
July	59.9	98.1	--
October	48.8	81.4	0.5
Year	47.1	78.0	10.4

Note: -- = no data available.

Source: City of Newman Chamber of Commerce, 1989.

### Air Quality Standards

The federal Clean Air Act authorizes the Environmental Protection Agency (EPA) to set ambient air quality standards for several pollutants, and requires local jurisdictions that violate these standards to prepare and implement plans to achieve the standards by specific deadlines. Federal and state ambient air quality standards are presented in Table VIII-7. The federal Clean Air Act deadline for attaining both the ozone and CO standards was December 31, 1987. Data collected for these three years indicate that Stanislaus County did not attain the air quality standards by the 1987 deadline (Jones & Stokes Associates 1990).



Federal and state ambient air quality standards are based primarily on public health criteria. State air quality standards for some pollutants incorporate consideration of other values such as protection of crops, protection of materials, or avoidance of nuisance conditions.

State and federal carbon monoxide standards have been set for both one-hour and eight-hour averaging times. The state one-hour carbon monoxide (CO) standard is 20 parts per million (ppm) by volume, while the federal one-hour CO standard is 35 ppm. Both state and federal standards are 9 ppm for the eight-hour averaging period. State CO standards are stated as values not to be exceeded. Federal CO standards are stated as values not to be exceeded more than once per year.

State and federal standards for ozone have been set for a one-hour averaging time. The state one-hour ozone standard is 0.09 ppm, not to be exceeded. The federal one-hour ozone standard is 0.12 ppm, not to be exceeded more than three times in any three-year period.

The federal particulate matter (PM<sub>10</sub>) standard is 50 micrograms per cubic meter as an annual arithmetic mean. The state PM<sub>10</sub> standard is 30 micrograms per cubic meter as an annual geometric mean.

Although California has had its own ambient air quality standards for many years, until recently there was no time frame for attaining these standards. The California Clean Air Act requires that the state air quality standards be achieved as expeditiously as practicable, but does not set precise attainment deadlines. Instead, the act establishes increasingly stringent requirements for areas that will require more time to achieve the standards. The least stringent requirements are set for areas that expect to achieve air quality standards by the end of 1994. The most stringent requirements are set for areas that cannot achieve the standards until after 1997. The California Clean Air Act requires that air pollution control districts prepare an air quality attainment plan if the district violates state air quality standards for CO, sulfur dioxide (SO<sub>2</sub>), nitrogen dioxide (NO<sub>2</sub>), or ozone. No locally prepared attainment plans are required for areas that violate the state PM<sub>10</sub> standards. The Stanislaus County Air Pollution Control District is preparing its State Implementation Plan, but no estimate is available as to when standards could be met (Rieves pers. comm.).

## **Emissions**

Urban emission sources in Stanislaus County are a primary source of CO and ozone air quality problems. Federal and state air quality standards (Table VIII-8) for both pollutants have been exceeded in Stanislaus County, resulting in a "nonattainment area" designation with respect to the federal ozone and CO standards. Two other gaseous pollutants, NO<sub>2</sub> and SO<sub>2</sub>, are also monitored but do not exceed the applicable state or federal standards (Jones & Stokes Associates 1990).

No monitoring stations exist in Newman. The nearest air quality monitoring station is located in Crows Landing on Davis Road. The other nearest stations are in Modesto and Turlock. Data reported from these stations are indicative of the regionwide air quality condition.

**TABLE VIII-8**  
**SELECTED AMBIENT AIR QUALITY STANDARDS APPLICABLE IN CALIFORNIA**

Pollutant	Symbol	Averaging Time	Standard, as parts per million		Standard, as micrograms per cubic meter		Violation Criteria	
			California	National	California	National	California	National
Ozone	O <sub>3</sub>	1 hour	0.09	0.12	180	235	If exceeded	If exceeded on more than 3 days in 3 years
Carbon monoxide day per year  (Lake Tahoe only)	CO	8 hours	9	9	10,000	10,000	If exceeded	If exceeded on more than 1
		1 hour	20	35	23,000	40,000		
		8 hours	6	--	7,000	--		
Nitrogen dioxide	NO <sub>2</sub>	Annual average	--	0.053	--	100	If exceeded	If exceeded
		1 hour	0.25	--	470	--		
Sulfur dioxide  day per year	SO <sub>2</sub>	Annual average	--	0.03	--	80	If exceeded	If exceeded If exceeded on more than 1
		24 hours	0.05	0.14	131	365		
		1 hour	0.25	--	655	--		
Particulate matter, 10 microns or less	PM <sub>10</sub>	Annual geometric mean	--	--	30	--	If exceeded	If exceeded If exceeded on more than 1 day per year
		Annual arithmetic mean	--	--	--	50		
		24 hours	--	--	50	150		

Notes: All standards are based on measurements at 25° C and 1 atmosphere pressure.

National standards shown are the primary (health effects) standards.

The California 24-hour standard for SO<sub>2</sub> applies only when state 1-hour O<sub>3</sub> or 24-hour PM<sub>10</sub> standards are being violated concurrently.

Air quality data from five Stanislaus County monitoring stations are shown in Table VIII-9. Three stations show 1988 emissions that violate state and federal standards for ozone. The Modesto station shows 1986 and 1988 violations of federal and state standards for CO. The Modesto station on Oakdale Road and the Crow's Landing station show violations of the state standard for PM<sub>10</sub> for 1986-1988. Violation of the federal PM<sub>10</sub> standard occurred in 1987 and 1988 at the Crow's Landing station and the Modesto station, respectively. The characteristics of ozone, CO, and PM<sub>10</sub> are discussed in the following paragraphs.

### Ozone

Ozone, the main component of photochemical smog, is primarily a summer and fall period pollution problem. The major contributors to regional ozone problems are motor vehicle emissions and evaporation of various organic compounds such as fuels and solvents.

Ozone is a public health concern because it is a respiratory irritant that increases susceptibility to respiratory infections. Ozone causes significant damage to leaf tissues of crops and natural vegetation and damages many materials by acting as a chemical oxidizing agent.

### Carbon Monoxide

Carbon Monoxide (CO) is primarily a winter period pollution problem. Motor vehicle emissions are the dominant source of CO in most areas. As a directly emitted pollutant, transport away from the emission source is accompanied by dispersion and reduced pollutant concentrations. Consequently, CO problems are usually rather localized, often resulting from a combination of high traffic volumes and significant traffic congestion.

CO is a public health concern because it combines readily with hemoglobin to reduce the amount of oxygen transported in the bloodstream, thus affecting the cardiovascular and central nervous system. State and federal ambient air quality standards are established to prevent damage to the human body.

### Particulate Matter

Agriculture activities are a major source of PM<sub>10</sub> emissions. Common agricultural practices, such as open burning, use of nut hullers, and plowing fields, can contribute substantially to increased ambient PM<sub>10</sub> in the air (Jones & Stokes Associates 1990).

Health concerns associated with suspended particles focus on those particles small enough to reach the lungs when inhaled. Few particles larger than 10 microns in diameter reach the lungs. Consequently, both the federal and state air quality standards for PM<sub>10</sub> have been revised to apply only to these small particles.

### **Point Sources**

The major point source of pollution is the Stanislaus County waste-to-energy plant located on Fink Road near Interstate 5. The plant is allowed to burn 1,000 tons of waste per day. The plant emits approximately 1,500 pounds per day in nitrogen dioxide (NO<sub>2</sub>), 300 pounds per day in sulfur dioxide (SO<sub>2</sub>) and 200 pounds per day in CO (Rieves pers. comm.). An additional point source on the West Side is the tire-burning plant in Westley, about 20 miles north of Newman.

TABLE VIII-9

## SUMMARY OF AIR QUALITY MONITORING DATA FOR STANISLAUS COUNTY

Monitoring Station	Parameter	Carbon Monoxide			Ozone		Particulate Matter (PM <sub>10</sub> ) (micrograms per cubic meter)			
		1986	1987	1988	1986	1987	1988	1986	1987	1988
Modesto (814 - 14th Street)	Peak-hour value <sup>a</sup>	18.0 <sup>e</sup>	12.0	17.0 <sup>e</sup>	0.13 <sup>e</sup>	0.12 <sup>e</sup>	0.12 <sup>e</sup>	--	--	--
	Peak 8-hour value <sup>a</sup>	11.3 <sup>e</sup>	8.8	13.1 <sup>e</sup>	--	--	--	--	--	--
	Days above standard <sup>b</sup>	4 <sup>e</sup>	0	2 <sup>e</sup>	39	48	29	--	--	--
Turlock (Monte Vista) <sup>c</sup>	Peak-hour value <sup>a</sup>	N/A	N/A	N/A	0.12 <sup>e</sup>	0.15 <sup>e</sup>	0.14 <sup>e</sup>	--	--	--
	Peak 8-hour value <sup>a</sup>	N/A	N/A	N/A	--	--	--	--	--	--
	Days above standard <sup>b</sup>	N/A	N/A	N/A	12	75	55	--	--	--
Crows Landing (Davis Road) <sup>d</sup>	Peak-hour value <sup>a</sup>	N/A	2.0	2.0	N/A	0.12 <sup>e</sup>	0.13 <sup>e</sup>	--	--	--
	Peak 8-hour value <sup>a</sup>	N/A	1.40	1.10	--	--	--	--	--	--
	Days above standard <sup>b</sup>	N/A	0	0	N/A	23	32	--	--	--
Modesto (Oakdale Road)	Geometric mean	--	--	--	--	--	--	37.8	39.2	56.6
	Arithmetic mean	--	--	--	--	--	--	44.9	44.4	65.6
Crows Landing (Davis Road)	Geometric mean	--	--	--	--	--	--	N/A	38.5	37.5
	Arithmetic mean	--	--	--	--	--	--	N/A	50.0	48.6

Notes: N/A = data not available.

-- = data not applicable.

<sup>a</sup> Peak-hour and peak 8-hour values given as parts per million (ppm).

<sup>b</sup> For ozone, days with a peak 1-hour value exceeding the state standard of 0.09 ppm; for carbon monoxide, days with a peak 8-hour average value exceeding the federal primary and state standards of 9 ppm.

<sup>c</sup> No ozone data reported for January, February, or December 1987-1988. No ozone data reported for July through September 1986.

<sup>d</sup> Ozone monitoring began August 1987.

<sup>e</sup> Violates federal and state standards.

Source: California Air Resources Board 1986-1988.



## **MINERAL RESOURCES**

Extractive mineral resources are not abundant in Stanislaus County. Commercial extraction of mineral deposits situated primarily in the foothills of western Stanislaus County is not considered feasible (Stanislaus County Department of Planning and Community Development 1988). Sand and gravel are the most important mineral resources extracted in the county. The most significant deposits lie in the eastern portion of the county along rivers and streambeds. The only significant sand and gravel deposits in the western portion of the county are found along Orestimba Creek, east of I-5, and fine-grained sand deposits found adjacent to the San Joaquin River (Stanislaus County Department of Planning and Community Development 1988). Orestimba Creek is located outside the northwest boundary of the Study Area, and the San Joaquin River is located outside the Study Area near its northeastern boundary.

## FINDINGS

- Water quality in the San Joaquin River as it flows near the Study Area has been degraded by urban and agricultural runoff.
- The City receives its potable water supplies from the groundwater basin. Groundwater quality in the Newman area is generally considered good and meets water quality standards.
- Three major water problems have been identified in western Stanislaus County: a rising perched water table, saline buildup in the soil, and a drop in the water table during drought years.
- Approximately 85 percent of the Study Area is devoted to agricultural production or use. Over 50 percent of these lands are under Williamson Act contract.
- A 55-acre natural wetland area exists along the eastern edge of the Study Area. Wetlands receive special protection under Section 404 of the Clean Water Act.
- Agricultural fields in the Study Area, especially alfalfa, provide suitable Swainson's hawk foraging habitat. A known Swainson's hawk nest site exists near Hatfield State Park on the Merced River. The California Department of Fish and Game is developing a statewide conservation plan for this species. Its interim recommendation is a 0.5:1 replacement for losses of Swainson's hawk foraging habitat.
- Stanislaus County has exceeded federal and state air quality standards for carbon monoxide and ozone, and is therefore designated as a nonattainment area for these pollutants. The County is also in nonattainment for particulates (PM<sub>10</sub>).
- Extractive mineral resources are not abundant in Stanislaus County. The only significant sand and gravel deposits in western Stanislaus County are found along Orestimba Creek, east of I-5, and fine grained sand deposits are found adjacent to the San Joaquin River. Both of these areas lie outside the Study Area.

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## **GLOSSARY**

### **Air Pollution**

Concentrations of substance found in the atmosphere that exceed naturally occurring quantities and are undesirable or harmful in some way.

### **Aquifer**

An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

### **Carbon Dioxide**

A colorless, odorless, highly poisonous gas produced by automobile and other machines with internal combustion engines that imperfectly burn fossil fuels such as oil and gas.

### **Endangered Species**

A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

### **Erosion**

- (1) The loosening and transportation of rock and soil debris by wind, rain, or running water.
- (2) The gradual wearing away of the upper layers of earth.

### **Groundwater**

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

### **Groundwater Recharge**

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks that provide underground storage ("aquifers").

### **Habitat**

The physical location or type of environment in which an organism or biological population lives or occurs.

### **Hydrocarbons**

A family of compounds containing carbon and hydrogen in various combinations. They are emitted into the atmosphere from manufacturing, storage and handling, or combustion of petroleum products and through natural processes. Certain hydrocarbons interact with nitrogen oxides in the presence of intense sunlight to form photochemical air pollution.

### **Intermittent Stream**

A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

### **Mineral Resource**

Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

**National Ambient Air Quality Standards**

The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

**Nitrogen Oxides(s)**

A reddish brown gas that is a byproduct of combustion and ozone formation processes. Often referred to as NO<sub>x</sub>, this gas gives smog its "dirty air" appearance.

**Ozone**

A tri-atomic form of oxygen (O<sub>3</sub>) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

**Pollution, Non-Point**

Sources of pollution that are less definable and usually cover broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff, or automobiles.

**Pollution, Point**

In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack, or an industrial waste pipe.

**Rare or Endangered Species**

A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, *California Administrative Code*; or Title 50, *Code of Federal Regulations*, Section. 17.11 or Section 17.2, pursuant to the *Federal Endangered Species Act* designating species as rare, threatened, or endangered.

**Resources, Non-renewable**

Refers to natural resources, such as fossil fuels and natural gas, that, once used, cannot be replaced and used again.

**Riparian Lands**

Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

**Runoff**

That portion of rain or snow that does not percolate into the ground and is discharged into streams instead.

**Siltation**

(1) The accumulating deposition of eroded material. (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

### **Special-Status Species**

Officially designated (rare, threatened, or endangered) and candidate species listed by the California Department of Fish and Game; officially designated (threatened or endangered) and candidate species for listing by the U.S. Fish and Wildlife Service (USFWS); taxa considered to be rare or endangered under the conditions of Section 15380 of the *State CEQA Guidelines*, such as those identified on lists 1A, 1B, and 2 in the *Inventory of Rare and Endangered Vascular Plants of California*, and other taxa which are considered sensitive or of special concern due to limited distribution or lack of adequate information to permit listing or rejection for state or federal status, such as those included on list 3 and 4 in the *California Native Plant Society Inventory* or identified as "Species of Special Concern" by the California Department of Fish and Game.

### **Storm Runoff**

Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

### **Watercourse**

Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

### **Watershed**

The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse that drains into a lake, or reservoir.

### **Wetlands**

Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal agencies, wetland are defined as "those areas meeting certain criteria for hydrology, vegetation, and soils."

CHAPTER IX  
HEALTH AND SAFETY





## **CHAPTER IX**

### **HEALTH AND SAFETY**

#### **INTRODUCTION**

A wide range of environmental hazards must be taken into account in the process of planning for urban development. Some of these hazards are natural, such as seismic shaking; some are purely man-made, such as noise; and others are natural hazards exacerbated by man, such as development in areas sensitive to erosion or liquefaction. Many of the hazards can simply be avoided in the development process through locational decisions, while other hazards can be tolerated or minimized by including mitigation measures in the planning and land use regulation process.

This chapter inventories and assesses the major hazards confronting Newman, including seismic and geologic hazards, wildland and urban fires, flooding, and noise.

#### **SEISMIC AND GEOLOGIC HAZARDS**

The information in this section provides a preliminary indication of the degree of potential hazard or risk that may exist within various geologic or seismic zones. There are limits on the use of this information. The maps and text should be used as general guides to identifying the possible presence of geologic-related constraints; they should not be used as the sole basis for project approval or denial.

##### **Seismic Hazards**

Although there are several faults near Stanislaus County, the area has not experienced major seismic activity. Activity in major faults outside Stanislaus County, however, suggests that the Newman area could be affected by future activity in those regions.

To measure the characteristics of an earthquake, the Richter Scale is used to measure the magnitude (or strength) of a quake, while the Mercalli Scale is used to measure the intensity. Table IX-1 describes the effects of the 12 levels of the Mercalli Scale. Table IX-2 compares the Richter and Mercalli scales.

TABLE IX-1

## MODIFIED MERCALLI SCALE OF EARTHQUAKE INTENSITY

Scale	Effects	Scale	Effects
I.	Earthquake shaking not felt.	VIII.	Difficult to stand. Shaking noticed by auto drivers. waves on ponds. Small slides and cave-ins along sand or gravel banks. Stucco and some masonry walls fall. Chimneys, factory stacks, towers, elevated tanks twist or fall.
II.	Shaking felt by those at rest		
III.	Felt by most people indoors; some can estimate duration of shaking.		
IV.	Felt by most people indoors. Hanging objects swing, windows and doors rattle, wooden walls and frames creak.	IX.	General fright. People thrown to the ground. Steering of autos affected. Branches broken from trees. General damage to foundations and frame structures. Reservoirs seriously damaged. Underground pipes broken.
V.	Felt by everyone indoors; many estimate duration of shaking. Standing autos rock. Crockery clashes, dishes rattle, and glasses clink. Doors close, open, or swing.	X.	General panic. Conspicuous cracks in ground. Most masonry and frame structures destroyed along with their foundations. Some well-built wooden structures and bridges are destroyed. Serious damage to dams, dikes, and embankments. Railroads bent slightly.
VI.	Felt by everyone indoors and most people outdoors. Many now estimate not only the duration of the shaking, but also its direction and have no doubt as to its cause. Sleepers awaken. Liquids disturbed, some spilled. Small unstable objects displaced. Weak plaster and weak materials crack.	XI.	General panic. Large landslides. Water thrown out of banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flatland. General destruction of buildings. Underground pipelines completely out of service. Railroads bent greatly.
VII.	Many are frightened and run outdoors. People walk unsteadily. Pictures thrown off walls, books off shelves. Dishes or glasses broken. Weak chimneys break at roofline. Plaster, loose bricks, unbraced parapets fall. Concrete irrigation ditches damaged.	XII.	General panic. Damage nearly total, the ultimate catastrophe. Large rock masses displaced. Lines of sight and level distorted. Objects thrown into air.

Source: California Division of Mines and Geology, 1973

**TABLE IX-2**  
**APPROXIMATE RELATIONSHIPS BETWEEN**  
**EARTHQUAKE MAGNITUDE AND INTENSITY**

<b>Richter Scale Magnitude</b>	<b>Maximum Expected Intensity (MM)*</b>	<b>Distance Felt (kilometers)</b>
2.0 - 2.9	I - II	0
3.0 - 3.9	II - III	15
4.0 - 4.9	IV - V	80
5.0 - 5.9	VI - VII	150
6.0 - 6.9	VII - VIII	220
7.0 - 7.9	IX - X	400
8.0 - 8.9	XI - XII	600

\*Modified Mercalli Intensity Scale

Source: United States Geologic Survey, *Earthquake Intensity Zonation and Quaternary Deposits, Miscellaneous Field Studies Map 9093*, 1977.

## Faults

Faults are indications of past seismic activity. It is assumed that those that have been active recently are the most likely to be active in the future, although even inactive faults may not be "dead." The recency of seismic activity is measured in geologic terms. Geologically recent is within the past two million years (the Quaternary period). All faults believed to have been active during Quaternary time are considered "potentially active." Those that have exhibited activity within the last 11,000 years are considered "active."

Figure IX-1 illustrates the general location faults in the vicinity of Newman. Seismic activity on these faults has the greatest potential for causing damage in the Study Area. Seismic activity in other parts of the state can also affect the Study Area, but the potential impacts are not as great.

### San Andreas Fault Zone

The San Andreas Fault is one of the longest, most thoroughly studied, and most active faults in the world. Some sections in the Central Coast Ranges are creeping at rates as great as 3.5 centimeters per year. Other segments, north and south of the creep areas, exhibit no detectable movement. The fault in those areas appears to be temporarily "locked." It is generally agreed that a "locked" condition allows stresses to accumulate more rapidly, thus shortening the time between major earthquakes.

There is presently movement along some of the fault's length, and numerous smaller earthquakes are recorded from the fault zone. It is generally accepted that moderate to great earthquakes will take place along the San Andreas Fault in the foreseeable future. An earthquake along this fault could cause serious



damage in Stanislaus County. The October 1989 earthquake occurred along the San Andreas Fault, with the epicenter located near Hollister.

#### Hayward Fault

The Hayward Fault is located east of San Francisco Bay and extends southeast to where it probably merges with the Calaveras Fault north of Hollister. A review of the recent history of this fault shows two major earthquakes (1836 and 1868), each with an estimated Richter Scale magnitude of 6.5 to 7.5. Current measurements indicate creeping at rates up to one centimeter per year in places. Numerous small earthquakes (Richter Scale magnitude of 3 to 5) have occurred along this fault in recent years.

#### Calaveras Fault

The Calaveras Fault borders the eastern flank of the Berkeley-Hayward Hills, and extends to the southeast. Epicenters of recent earthquakes of Richter Magnitude of 4.5 have been located along or near this fault. In 1868, an earthquake of unknown magnitude caused ground breakage near Danville. Several centimeters of creep have been measured in Hollister, where a Calaveras Fault trace cuts through a residential area.

#### Green Valley - Concord Faults

This fault zone, extending from Walnut Creek to west of Fairfield, has experienced displacement along most of its length within recent geologic time. An earthquake of 5.4 magnitude occurred in 1955 along part of this fault near Concord. There is currently evidence of some movement along the fault near Concord. The greatest probable earthquake generated by this fault is not expected to exceed a magnitude of 7.0 on the Richter Scale.

#### Midland Fault

The Midland Fault, buried under recent alluvium, extends north from Bethel Island in the Delta to east of Lake Berryessa. Its activity is not as well documented as the faults discussed previously. There is evidence, however, that fault displacement has occurred during recent geologic time. The State Division of Mines and Geology believes that the Midland Fault is a possible source of a major earthquake centered in Vacaville in 1892. The maximum probable earthquake on this fault is estimated to be 7.0 on the Richter Scale.

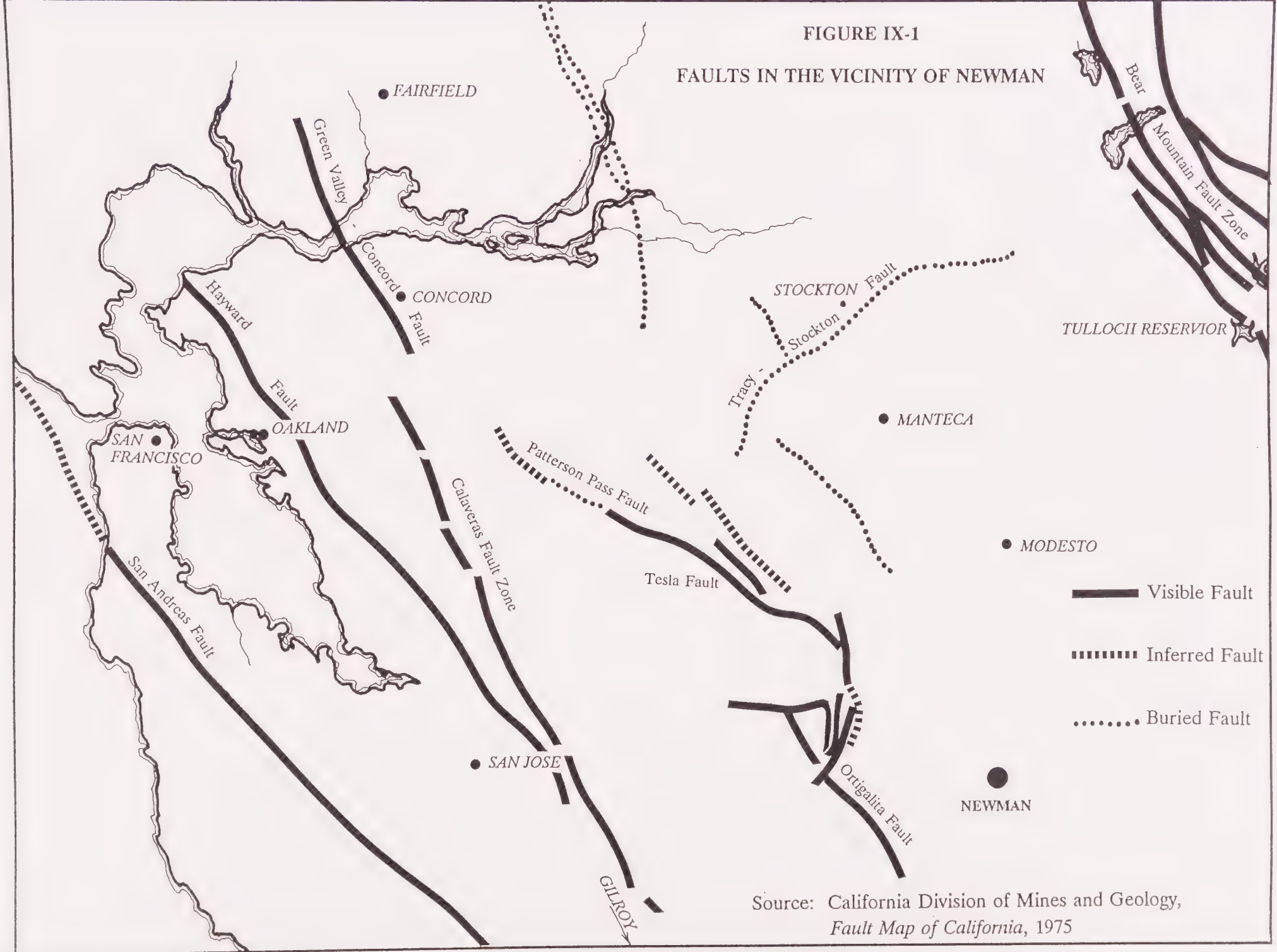
#### Patterson Pass Fault

The Patterson Pass Fault runs northwest from the Alameda/San Joaquin County boundary toward Livermore. Its location is imprecise and the nature of movement, if any, is uncertain. The fault is cited because of one well-located epicenter generating a 4.5 magnitude earthquake in 1946.

#### Tesla - Ortagalita Faults

Within the Diablo Mountain Range, the most recent movements along this fault were approximately five million years ago, although earthquake activity without surface fracturing or faulting is still common. Active seismicity has been identified along some segments of the fault zone. A Richter magnitude 5 earthquake in 1926, a magnitude 3.7 in 1981, and smaller earthquakes monitored from 1969 to 1980 occurred in the vicinity of this fault zone. According to report produced by the California Division of

FIGURE IX-1  
FAULTS IN THE VICINITY OF NEWMAN



Source: California Division of Mines and Geology,  
*Fault Map of California*, 1975



Mines and Geology at the end of 1991, the Tesla-Ortigalita fault zone was determined to have no known damaging earthquakes. The fault zone is considered capable of generating earthquakes of Richter magnitude 6.5 to 6.75. The recurrence of earthquakes resulting in surface rupture is on the order of 5,000 to 10,000 years for the entire fault zone.

An Alquist-Priolo Special Studies Zone is located along the Ortigalita Fault in the Diablo Range and extends into Stanislaus County about seven miles at its southwest edge, however, "sufficient evidence of recent fault rupture on this segment has not been identified to warrant zoning under the Alquist-Priolo Act" (Hart 1990). The lower portion of the fault range, the Tesla Fault has been interpreted as being a remnant of an older, inactive fault system.

## **Groundshaking**

The most serious direct earthquake hazard is the damage or collapse of buildings and other structures caused by groundshaking.

Groundshaking is the vibration which radiates from the epicenter of an earthquake. Damage to structures from groundshaking is caused by the transmission of earthquake vibrations from the ground into the structure. The intensity of the vibration or shaking and its potential impact on buildings and other urban development is determined by several factors:

- The nature of the underlying materials, including rock and soil;
- The structural characteristics of a building;
- The quality of workmanship and materials used in its construction;
- The location of the epicenter and the magnitude of the earthquake; and
- The duration and character of the ground motion.

The effects of groundshaking can be damaging well beyond the fault trace that generates the shaking. For example, the segment of the San Andreas fault which caused the great damage and destruction in San Francisco in 1906 was offshore, beyond the Golden Gate.

Most of Newman is located on alluvium deposits of varying depths, which can increase the potential from groundshaking damage. As earthquake waves pass from more dense rock to less dense alluvial or water-saturated materials, they tend to reduce in velocity, increase in amplitude, and accelerated more rapidly. Ground motion lasts longer and waves are amplified on loose, water-saturated materials than on solid rock. As a result, structures located on these types of materials suffer greater damage than those located on solid rock. "Poor ground" can be a greater hazard for structures than close proximity to the fault or epicenter.

Older buildings constructed before building codes were in effect, and even newer buildings constructed before earthquake resistance provisions were included in building codes, are the most likely to suffer damage in an earthquake. Most of Newman's buildings are one or two stories high and are of wood frame construction, which is considered the most structurally resistant to earthquake damage.

Older masonry buildings without earthquake-resistant reinforcement are the most susceptible to the sort of structural failure which causes the greatest loss of lives. The susceptibility of a structure to damage



from earthquake groundshaking is also related to the foundation material underlying the structure. A foundation of rock or very firm material intensifies short period motions, which affect the low-ridged buildings more than tall, flexible ones. A deep layer of water-logged soft alluvium may cushion low-ridged buildings, but accentuate the motion in tall buildings. The amplified motion resulting from softer alluvium soils can also severely damage older masonry buildings. Some unreinforced masonry buildings are located in downtown Newman. No assessment of these buildings has been made.

Other potentially dangerous conditions include building projections which are not firmly anchored, such as parapets and cornices. These projections could collapse during periods of strong and/or sustained groundshaking.

Fire is often the major form of damage resulting from groundshaking effects. Ninety percent of the destruction in the 1906 San Francisco earthquake was caused by fire. This devastation resulted largely from the great number of buildings constructed of combustible materials, damage to much of the city's firefighting facilities, and the rupture of water mains.

Most earthquake-induced fires start because of ruptured power lines, damage to wood, gas, or electrical stoves, and damage to other gas or electrical equipment. This points out the need for greater emphasis on non-combustible material and on special construction techniques so that water mains will remain unbroken during large earthquakes. Critical facilities, such as hospitals and fire stations, should be sited, designed, and constructed to withstand severe groundshaking.

## **Ground Failure**

In addition to structural damage caused by groundshaking, there are other ground effects caused by the shaking. These are known as ground failure effects and include liquefaction, settlement, lateral spreading, lurch cracking, and earthquake induced landslides.

Liquefaction is the loss of soil strength due to seismic forces acting on water-saturated granular soils. This loss of strength leads to a "quicksand" condition which causes many types of ground failure. When the liquefied granular layer occurs at the surface, objects can either sink or float depending on their density. The evaluation of potential for liquefaction is complex and must consider soil type, soil density, groundwater table, and the duration and intensity of shaking. Liquefaction is most likely to occur in deposits of weak saturated alluvium or similar deposits of artificial fill.

Liquefaction potential within Newman exists in low-lying areas composed of unconsolidated, saturated, clay-free sands and silts.

Newman is theoretically subject to liquefaction resulting from earthquakes on several faults. The expected degree of earthquake-caused shaking is, however, relatively low, and it is unlikely that significant liquefaction would occur. Further study is needed to identify specific areas within the Study Area that are susceptible to liquefaction.

Settlement is the compaction of soils and alluvium caused by groundshaking. It occurs irregularly and may be partly controlled by bedrock surfaces, and old lake, slough, swamp, and stream beds. The amount of compaction may range from a few inches to several feet. Irregular compaction is most widespread and extreme in major earthquakes. It may occur as much as 75 to 80 miles from the epicenter and may amount to several feet even at that distance. Compaction is most likely to occur in areas, such as Newman, which are underlain by soft water-saturated low density alluvial material.

Lurch cracking refers to fractures, cracks, and fissures produced by groundshaking, settling, compaction of soil, and sliding and may occur many miles from the epicenter of an earthquake. These effects are characteristic of earthquakes large enough for significant ground motion to occur. The larger the earthquake magnitude, the more extensive the effects. Thus, a major earthquake may damage streets, curbs, sewer, gas, and water lines.

Lateral spreading is the horizontal movement or spreading of soil toward an open face such as a stream bank, the open side of fill embankments, or the sides of levees. Artificial fill areas which are improperly engineered or which have steep, unstable banks are most likely to be affected.

The potential for lurch cracking and lateral spreading is highest in areas where there is a high groundwater table, relatively soft and recent alluvium deposits, and where creek banks are relatively high. Fracture patterns from lurch cracking and lateral spreading may be controlled by the configuration of shallow bedrock structures, by highway surfacing, by the margins of fill, and engineering structures.

Earthquakes can also cause landsliding and slumping. Newman is basically level, so landsliding and slumping should not be problems, except in the Diablo Mountains west of Interstate 5, which are prone to landsliding.

### **Seiches**

Seiches are earthquake-generated waves within enclosed or restricted bodies of water. Major, and even moderate earthquakes, miles away from Newman can produce oscillations or waves in local bodies of water which could overtop and damage levees and cause water to inundate surrounding areas.

The bodies of water most susceptible to seiches in or near Newman are the San Joaquin River, California Aqueduct, and the Delta-Mendota Canal. The danger of seiches during seismic events is limited to those periods when the river and canals are full during the flood season. Overtopping of levees during this period could cause a limited amount of flooding.

### **Assessment of Potential Seismic Hazards**

The California Division of Mines and Geology has produced a maximum expected earthquake intensity map which shows Newman in the moderate severity zone. The moderate zone classification indicates that Newman would experience a maximum shaking intensity of VII to VIII on the Modified Mercalli Scale, causing general alarm and moderate damage.

### **Landslide and Erosion Hazards**

Historically, a number of major slides have occurred throughout the Diablo Range in Stanislaus County. The steep slopes and unstable geology of the area presents a limitation to building, and the hazards would be exacerbated by earthquakes. Because most of Newman is level, landslides are not a problem except for potential slumping along river and canal levees.

According to the U.S. Soil Conservation Service, the erosion hazard exhibited by surface soils is considered low. The essentially level topography of the Newman area means that erosion will not present a significant problem.



## **Soils**

The type of soils present determines the susceptibility of certain land areas to erosion and ground failure. Newman's are generally considered to have none to slight erosion hazards, poor permeability, high to moderate shrink-swell capacities and high water retention capabilities.

All soils have certain engineering properties and characteristics such as erosion potential, shrink-swell behavior, and permeability, which determine their suitability and constraints for building sites, loads, grading, and drainage systems. The soils in Newman have been mapped by the Soil Conservation Service. Chapter VIII, Natural Resources, contains a map of the soils in Newman and a description of their characteristics.

## **Volcanic Hazards**

The products of volcanic eruptions cause damage by their heat or by covering the landscape with their deposits. A volcanic eruption can take human lives, destroy buildings, destroy or pollute water supply systems, and convert productive farmland to sterile, rocky landscapes. The most probable centers for future volcanic eruptions are distant from Newman, along the eastern margin of the Sierra Nevada.

## **Land Subsidence**

Subsidence of the land surface can result from extraction of groundwater, gas, oil, and geothermal energy. Hydrocompaction, peat oxidation, and fault rupture are also potential causes of subsidence. Groundwater withdrawal subsidence is the most extensive type in California. This type of subsidence has been observed only in valley areas underlain by alluvium.

Subsidence can cause a change in gradients affecting the carrying capacities of canals, drains, and sewers. Compaction of sediments at depth has caused extensive damage to water wells in areas where subsidence has been substantial. The magnitude of subsidence depends primarily on the following five factors:

- The magnitude of water level decline.
- The thickness of the alluvium tapped by wells.
- The individual and combined thicknesses and compressibilities of the silt and clay layers within vertical sections tapped by wells.
- The lengths of time during which water level declines are maintained.
- The number of occurrences of heavy withdrawals of water in any single area.

Newman is within the San Joaquin groundwater basin. This basin has been identified by the California Department of Water Resources as experiencing overdraft. The Newman area experienced some overdraft during the 1976-77 drought. Wells are now monitored by the U.S. Soil Conservation Service to identify potential overdraft problems. No overdraft has been reported in the Newman area during the recent drought.

## **FLOODING HAZARDS**

Stanislaus County has a general history of flooding. Flooding hazards in Newman can be characterized into three categories: localized flooding, 100-year flood, and dam inundation hazards.

### **Localized Flooding**

Most of Newman is subject to shallow flooding from overflow from Orestimba Creek. Because Newman is relatively flat, slow runoff and related drainage problems have always plagued Newman, even during small local rainstorms.

Orestimba Creek originates in the Coast Range Mountains and then flows out into the valley. The creek has steep banks and is well channelized in the mountains. Once it reaches the gently sloping valley floor, however, the channel size and channel slope diminishes, reducing its capacity to carry water. Vegetation and silt in the channel and bridges at Highway 33 and the Southern Pacific Railroad tracks further reduce the carrying capacity of Orestimba Creek.

Flooding in the Newman area is most likely to occur from October to April, as a result of rainstorms that originate over the Pacific Ocean. Flooding may result from prolonged heavy rainfall over tributary areas and is characterized by high peak flows of moderate duration and by a large volume of runoff. Flooding is more severe when previous rainfalls have resulted in saturated ground conditions. The principal type of flooding in the Study Area is sheetflow--broad, shallow, overland flooding generally less than two feet deep and characterized by unpredictable flow paths.

During a major rainstorm, floodflow exceeds the channel capacity of Orestimba Creek northwest of Newman, causing overbank flooding. This flood water flows eastward to the San Joaquin River; however, embankments of the Central California Irrigation District Canal, Highway 33, and the railroad tracks temporarily dam the floodwater. While most of this floodwater overtops the embankments and continues eastward, some floodwater is directed southward through Newman by the railroad embankment. This floodwater ponds in the southeastern part of the city before overtopping the railroad and continuing eastward.

Flooding reportedly occurred in the Newman area in 1954, 1955, 1957, 1958, 1959, 1963, 1968, 1969, 1978, 1980, 1983, and 1986. The largest flood of record occurred in April 1958, when a peak flow of 10,200 cubic feet per second (cfs) was recorded at the Newman Gage on Orestimba Creek. The most damaging flood was in February 1980.

Typically, very little structural damage occurs in Newman because flooding is shallow with relatively slow velocities. However, flooding in December 1985 inundated agricultural, residential, and commercial properties, caused breaks in the Delta-Mendota Canal, washed out roads and culverts, inundated and closed roads in many areas, and washed out SPRR ballast and ties. The 1958 flood mainly damaged agricultural lands and public facilities in the Orestimba Creek basin. Some residents were forced to evacuate their homes.

The primary effects of flooding are caused by the initial force of flood waters which can shatter structures and uplift vehicles. Floodwaters can carry large objects downstream which have the force to remove stationary structures. Saturation of materials and earth can cause instability, collapse, and damage. Objects can be buried through sediment deposition. Floods can cause drowning or isolation of persons



and animals. Floodwaters can break utility lines, interrupting services and potentially affecting health and safety, particularly in the case of broken sewer or gas lines.

The secondary effects of flooding area are due to standing water. Standing water can result in loss of crops, septic tank failure, and water well contamination. Standing water can also damage roads, foundations, and electrical circuits.

### **The 100-Year Flood Hazard**

A 100-year flood has a one percent probability of occurring in any year. This is considered to be a severe flood, but one with a reasonable possibility of occurrence for purposes of land use planning, property protection, and human safety. The Federal Emergency Management Agency (FEMA) prepares maps showing areas which are likely to flood during a 100-Year flood event. FEMA revised its maps for the Newman and the unincorporated county in 1989 and 1990. The portions of the Study Area within the 100-year floodplain are depicted in Figure IX-2.

As shown in Figure IX-2, a significant portion of the city and Study Area are within the 100-year floodplain.

### **Dam Failure Flood Hazard**

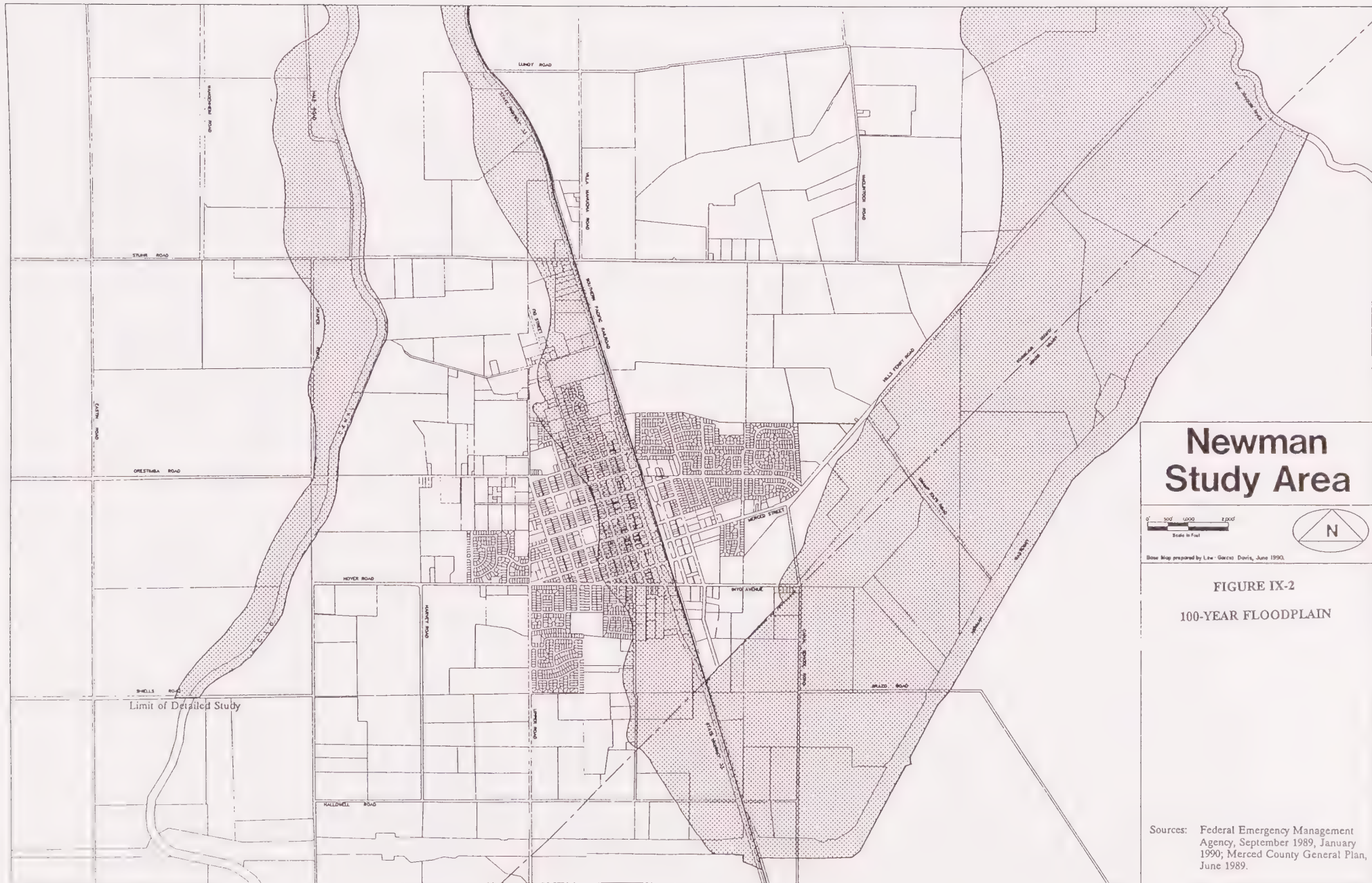
The risk of dam failure is remote. Dam failure can occur under three general conditions: earthquake; structural instability; and intense rainfall in excess of a dam's holding capacity. According to the *Stanislaus County General Plan*, Newman is not within the inundation areas for Don Pedro Reservoir, New Melones Dam, or Tulloch Dam. The entire Study Area is, however, within the inundation areas for San Luis Reservoir and the O'Neil Forebay.

## **FIRE HAZARDS**

Both structural and wildland fire hazards threaten life and property within Newman. Wildland fires resulting from both man-made and natural causes occur in forest, brush, or grasslands, primarily in sparsely developed or existing open space lands. Structures and urban development may also be threatened or destroyed in the area of wildland fires. Structural fires usually result from man-made causes and threaten many residential and commercial structures, especially those built before building and fire codes were established. These substandard structures represent the highest potential for injury, death, or loss of property.

### **Structural Fire Hazards**

Structural fire hazards are primarily associated with residential, commercial, and industrial structures and activities. Urban fires can start for a wide variety of reasons, including electrical shorts, industrial accidents, carelessness, and arson. In general, however, fire hazards are greatest in buildings and structures which are old or substandard. Older structures in Newman are generally in the city's original neighborhoods.



# Newman Study Area

0 500 1000 1500  
Scale in Feet



Base Map prepared by Lee Garcia Davis, June 1990.

FIGURE IX-2  
100-YEAR FLOODPLAIN

Sources: Federal Emergency Management  
Agency, September 1989, January  
1990; Merced County General Plan,  
June 1989.





## Wildland Fire Hazards

The outbreak and spread of wildland fires in the Study Area is a potential danger, particularly during the summer months. The buildup of understory brush which under natural conditions would be periodically burned off creates conditions conducive to larger and more intensive fires.

Variable conditions such as humidity, drought, rainfall, wind velocity, type and presence of vegetation, and fuel buildup are the main determinants to the start, spread, and control of wildland fires. The annual drought season (May to October) gives rise to the most hazardous fire conditions, especially in the latter months. It should be noted that most wildland fires in California are the result of either arson or simple human carelessness.

Because so much of the Study Area is devoted to agriculture, the risk of wildland fires in the Newman area is generally low. Areas near the Study Area most susceptible to wildland fires are the dense brush along the river, and brush in west of Interstate 5. The California Department of Forestry rates these as having a high critical fire hazard.

## AIRCRAFT CRASH HAZARDS

Crop dusting planes fly over the Study Area. In addition, occasionally military planes fly over the area from the Crows Landing Naval Auxiliary Landing Field. Any crash landing of an aircraft is a potentially disastrous hazard. Any aircraft crash could create an accessibility hazard for rescue crews. Unintentional fuel dumps over populated areas would also pose a significant hazard.

## EMERGENCY RESPONSE

Emergency response organization and responsibilities in Newman are governed by Stanislaus County's *Emergency Response Plan*. The plan outlines emergency response procedures and evacuation routes.

## NOISE

Noise is often defined simply as unwanted sound, and thus is a subjective reaction to characteristics of a physical phenomenon. Researchers for many years have grappled with the problem of translating objective measurements of sound into directly correlatable measures of public reaction to noise. The descriptors of community noise in current use are the results of these efforts and represent simplified, practical measurement tools to gauge community response.

Noise has often been cited as a health problem, not so much in terms of actual physiological damage, such as hearing impairment, but more in terms of reducing general well-being and contributing to undue stress and annoyance. Interference with human activities such as sleep, speech, recreation, and tasks demanding concentration or coordination, are the principal cause of noise-induced health problems and stress.

The purpose of the noise element in a general plan is to provide information and mechanisms to mitigate existing noise conflicts and to minimize future noise conflicts. The contents of a noise element and the methods used in its preparation are governed by Section 65302 (f) of the California Government Code, and by the *Noise Element Guidelines* published in 1987 by the California Office of Planning and Research



(OPR). The OPR *Guidelines* require that certain major noise sources and areas containing noise-sensitive land uses be identified and quantified by preparing generalized noise exposure contours for current and projected conditions within the community. Contours may be prepared in terms of either the Community Noise Equivalent Level (CNEL) or the Day-Night Average Sound Level ( $L_{dn}$ ), which are descriptors of total noise exposure at a given location for an annual average day. According to the OPR *Guidelines*, the noise exposure information developed for the noise element is to be incorporated into the general plan to serve as a basis for achieving land use compatibility within the community. Further, the noise exposure information is to be used to provide baseline levels for use in the development and enforcement of a local noise control ordinance which addresses noise produced by non-preempted noise sources. The noise element does not apply to workplace noise exposures, which are regulated by federal and state agencies.

The OPR *Guidelines* require that current and projected noise levels be analyzed and quantified for the following noise sources:

- Highways and freeways.
- Primary arterial and major local streets.
- Passenger and freight on-line railroad operations and ground rapid transit systems.
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
- Local industrial plants, including, but not limited to, railroad classification yards.
- Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

Noise contours are required for these sources, stated in terms of the community noise equivalent level (CNEL) or day-night average level ( $L_{dn}$ ). These contours may be used as a guide for establishing a pattern of land uses which minimizes the exposure of community residents to excessive noise.

Other state laws and regulations regarding noise control are directed towards aircraft, motor vehicles, and noise in general.

*California Administrative Code*, Title 21, Subchapter 6, establishes noise level criteria for airports. These regulations apply to the airport operator, and are enforced by the County in which the airport is located. Subchapter 6 establishes a noise impact boundary based upon the 65 dB CNEL contour, and specifies measures to attain land use compatibility with respect to aircraft/airport noise.

The *California Vehicle Code* sets noise emission standards for new vehicles including autos, trucks, motorcycles and off-road vehicles. Performance standards also apply to all vehicles operated on public streets and roadways. Section 216 of the *Streets and Highways Code* regulates traffic noise received at schools near freeways. The *Harbors and Navigation Code* regulates noise emissions from new motorboats and all boats operated in or upon inland waters.

Title 24 of the *California Code of Regulations* sets interior noise level standards within multiple-occupancy dwellings affected by noise from traffic, aircraft operations, railroads and industrial facilities. The *State Penal Code* (Section 415) prohibits loud and unusual noise that disturbs the peace, while the *Civil Code* defines public nuisances which may be caused by noise. The California Environmental Quality Act includes noise as one of the factors in determining environmental impacts.

Analytical noise modeling techniques and noise measurements were used to develop generalized  $L_{dn}$  noise contours for the major roadways, railroads and industrial noise sources in Newman for existing (1990) conditions. Analytical noise modeling techniques use source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Analytical methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, industrial plants. Such methods produce reliable results as long as data inputs and assumptions are valid. The analytical methods used in this report closely follow recommendations made by the State Office of Noise Control, and were supplemented where appropriate by field-measured noise level data to account for local conditions. The noise exposure contours are based upon annual average conditions. Because local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location, the noise contours should not be considered site-specific.

A community noise survey was conducted to describe existing noise levels in noise-sensitive areas within Newman so that noise level performance standards could be developed to maintain an acceptable noise environment.

## Roadways

The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RD-77-108) was used to develop  $L_{dn}$  contours for all highways and major roadways in Newman. The FHWA Model is the analytical method presently favored for traffic noise prediction by most state and local agencies, including Caltrans. The current version of the model is based upon reference energy emission levels for California and Nevada automobiles, medium trucks, and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver and the acoustical characteristics of the site. The FHWA Model predicts hourly  $L_{eq}$  values for free-flowing traffic conditions, and is generally considered to be accurate within 1.5 dB. To predict  $L_{dn}$  values it is necessary to determine the hourly distribution of traffic for a typical 24-hour day and adjust the traffic volume input data to yield an equivalent hourly traffic volume.

Traffic data are discussed in Chapter V, Transportation and Circulation. Day/night traffic distribution and truck mix were estimated based upon Caltrans and Brown-Buntin Associates file data. Using these data and the FHWA methodology, traffic noise levels as defined by  $L_{dn}$  were calculated for existing (1989) traffic volumes. Distances from the centerlines of selected roadways to the  $L_{dn}$  contours are summarized in Table IX-3.

These calculations do not include consideration of shielding caused by local buildings or topographical features, so the distances reported in Table IX-3 are worst-case estimates of noise exposure along roadways in the community. Noise contours prepared from the data contained in Table IX-3 are shown on Figure IX-3.

Traffic volume projections for future conditions are currently unavailable. However, Figures IX-3 and IX-4, prepared using the FHWA Model, may be used to estimate the distance to the 60 dB  $L_{dn}$  contour for projected volumes of arterial and freeway traffic. For arterial traffic, the predicted distance to the 60 dB  $L_{dn}$  contour is determined by the Average Daily Traffic Volume (ADT) and the posted speed limit. For freeway traffic, the predicted distance is a function of the posted speed limit, ADT and total truck volume (truck mix) relative to the ADT.  $L_{dn}$  contours derived from Figures IX-3 and IX-4 are only indicators of potential noise conflicts, requiring more detailed analysis to determine traffic noise levels at any given location.



**TABLE IX-3**  
**NOISE CONTOUR DATA**  
**DISTANCE (FEET) FROM CENTER OF ROADWAY**  
**TO L<sub>dn</sub> CONTOURS**

Segment	Description	1990	
		60 dB	65 dB
State Highway 33:	North of Newman to Yolo Street	140	65
	Yolo Street to Inyo Avenue	140	65
	Inyo Street to Merced County Line	129	60
Inyo Avenue:	West Avenue to Highway 33	37	17
	Highway 33 to L Street	22	10
Kern Street:	Highway 33 to Canal School Road	28	13
Merced Street:	West Avenue to Highway 33	53	24
	Highway 33 to Canal School Road	37	17
P Street:	Yolo Street to Inyo Avenue	18	9
Upper Road:	South of Town to Inyo Avenue	29	14
Yolo Avenue:	Hardin Road to Q Street	31	14
	Q Street to Highway 33	43	20

Source: Brown-Buntin Associates, 1990

## Railroads



Railroad operations in Newman consist of Southern Pacific Transportation Company (SPTCo) freight activity on the north-south line along Highway 33.

Railroad operational information obtained from SPTCo indicate that rail traffic on the branch line in Newman is approximately one to two trains per day on an unscheduled basis, randomly distributed during the daytime hours. Train speeds in Newman are generally 25 to 35 miles per hour.




The "Simplified Procedure for Assessment of Noise Emitted by On-Line Railroad Operations", prepared by Wyle Laboratories in 1974, was used with the above operational information to quantify existing railroad noise levels in Newman. The Wyle laboratories methodology for prediction of railroad noise exposure is recommended by the State Office of Noise Control, and is considered to be reasonably accurate for generalized noise contour development.

FIGURE IX-3  
EXISTING NOISE CONTOURS  
AND MONITORING LOCATIONS

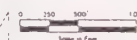


-  Short-Term Community Noise Measurement Sites
-  Continuous Community Noise Measurement Site

60 DB  $L_{dn}$  Contours

-  Roadway
-  Roadway (Less than 50 feet from Centerline)
-  Railroad

Source: Brown-Buntin Associates, 1990



Base Map prepared by Law, Gural, Davis, June 1990



**City of  
Newman**





An  $L_{dn}$  value of 54 dB at a distance of 100 feet was obtained through application of the Wyle methodology. At locations where railroad warning horns are used, the resulting  $L_{dn}$  values will be approximately 5 dB higher. Noise exposure exceeding 60 dB  $L_{dn}$  is therefore confined to within 100 feet of the railroad centerline.

### **Fixed Noise Sources**

The production of noise is a result of many industrial processes, even when the best available noise control technology is applied. Noise exposures within industrial facilities are controlled by Federal and State employee health and safety regulations (OSHA and Cal-OSHA), but exterior noise levels may exceed locally acceptable standards. Commercial and recreational activities can also produce noise which affects adjacent land uses.

From a land use planning perspective, fixed-source noise control issues focus upon two goals: to prevent the introduction of new noise-producing uses in noise-sensitive areas, and to prevent encroachment of noise-sensitive uses upon existing noise-producing facilities. The first goal can be achieved by applying noise performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses near noise-producing facilities include mitigation measures to ensure compliance with noise performance standards.

The following descriptions of existing fixed noise sources in Newman are intended to be representative of the relative noise impacts of such uses, and to identify specific noise sources which should be considered in the review of development proposals. The locations of these noise sources and the corresponding noise contours are shown by Figure IX-4.

#### F & A Dairy

F & A Dairy is a cheese manufacturing plant located at 691 Inyo Street. The plant operates 24 hours per day, five days per week. Significant noise sources at this location include boilers, dryers, evaporators and fans. Approximately 14 heavy trucks operations per day, used in the delivery of ingredients and the removal of cheese products, contribute to the noise environment in the plant vicinity. An average noise level of 63 dB was measured at a distance of approximately 400 feet from the primary plant noise source during normal plant operation. The location of the 50 dB noise contour is shown on Figure IX-4.

#### Simon Newman Feed

Simon Newman Feed is a feed mill located at 1542 M Street. The mill typically operates 24 hours per day from Monday morning to Saturday evening. Significant noise sources associated with mill operation include cyclone fans, vibrators, coolers, rollers and pelletizers. Heavy trucks also contribute to the noise environment in the mill vicinity. An average noise level of 67 dB was measured at a distance of approximately 150 feet from the primary plant noise source during normal plant operation. The location of the 50 dB noise contour is shown on Figure IX-4.

#### Leprino Foods

The Leprino Foods plant, located at 1527 N Street, manufactures Mozzarella and cream cheese. The plant typically operates 24 hours per day, 7 days per week. Significant noise sources associated with plant operation include boilers and heavy truck operations. Approximately 50 heavy truck deliveries per week take place at Leprino Foods. An average noise level of 62 dB was measured at a distance of

approximately 50 feet from the primary plant noise source during normal plant operation. The location of the 50 dB noise contour is shown on Figure IX-4.

#### Newman Flange

Newman Flange, located at 1649 L Street, manufactures metal flanges. The plant typically operates from 7 am to 4 pm, five days per week. The most significant noise sources associated with the plant operation are the large metal impact presses. The noise produced by these presses is very impulsive in nature. A maximum noise level of 85 dB was measured at a distance of approximately 400 feet from the impact press operation area during normal plant operation. The location of the 70 dB maximum noise level contour is shown on Figure IX-4.

#### DiMare Packaging

DiMare packaging is a tomato packaging plant located at Fresno and N Streets. The operation runs 24 hours per day from the months of June through November. Noise producing equipment at DiMare includes hydraulic motors, compressors, and other packaging equipment. Loudspeakers and heavy truck operations also contribute to the noise environment in the plant vicinity. The plant manager reports that approximately 15 heavy truck operations occur daily. Because the plant is not operating during the months of December through May, noise measurements could not be conducted of the plant in operation. An evaluation of existing plant noise levels should be conducted prior to development of noise-sensitive land uses in the plant vicinity.

#### **Community Noise Survey**

A community noise survey was conducted to document noise exposure in areas of the community containing noise-sensitive land uses. For that purpose, noise-sensitive land uses in Newman were considered to include residential areas and schools. Noise monitoring sites were selected as representative of typical conditions in the community.

Short-term noise monitoring was conducted on January 9-10, 1990. Each site was monitored three different times during the day and night so that valid estimates of  $L_{dn}$  could be prepared. One long-term noise monitoring site was established near the center of Newman to record day-night statistical trends during the same period. The data collected included the  $L_{eq}$  and other statistical descriptors. Noise monitoring sites, measured noise levels and estimated  $L_{dn}$  values at each site are summarized in Table IX-4. Monitoring sites are shown by Figure IX-3.

Community noise monitoring systems were calibrated with acoustical calibrators in the field prior to use, and comply with all pertinent requirements of the American National Standards Institute (ANSI) for Type I sound level meters.

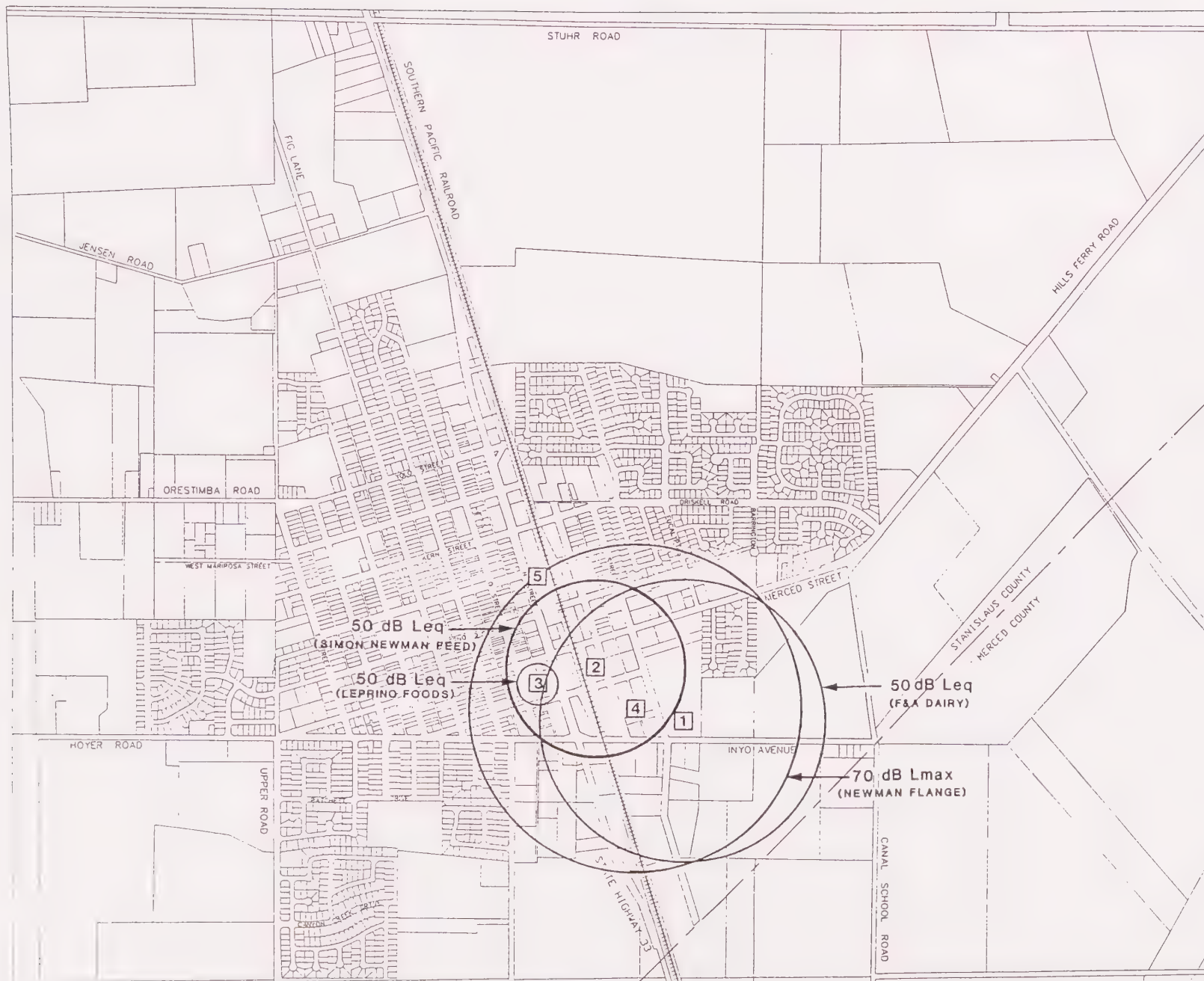
The community noise survey results indicate that typical noise levels in noise-sensitive areas of Newman are in the range of 45 dB to 55 dB  $L_{dn}$ . Noise from traffic on local roadways and industrial sources is the controlling factor for background noise levels in the city. In general, the areas of Newman which contain noise-sensitive uses are relatively quiet.

The  $L_{90}$  values shown in Table IX-4 represent background noise levels, where there are typically no identifiable local noise sources. The  $L_{50}$  values represent median noise levels. The  $L_{eq}$  values in Table IX-4 represent the average noise energy during the sample periods, and show the effects of brief noisy



FIGURE IX-4  
INDUSTRIAL NOISE SOURCES

- ① F & A Dairy
- ② Simon Newman Feed
- ③ Leprino Foods
- ④ Newman Flange
- ⑤ DiMare Packaging



Source: Brown-Buntin Associates, 1990



Base Map prepared by Lane Gurdie, June 1990

City of  
Newman





periods. The  $L_{eq}$  values were the basis of the estimated  $L_{dn}$  values.  $L_{max}$  values show the maximum noise levels observed during the samples, and are typically due to passing cars.

The data in Table IX-4 show that ambient noise levels reach a minimum during the hours of 1-4 am, increasing during the daytime hours as a function of increased traffic and other human activities.

Future noise contours are shown in Figure IX-5.

TABLE IX-4

**COMMUNITY NOISE MEASUREMENT RESULTS  
AT NOISE SENSITIVE AREAS IN NEWMAN**

Site	Location	Date	Time	Sound Level, dB				Estimated $L_{dn}$
				L90	L50	$L_{eq}$	$L_{max}$	
1	Canyon Creek Drive at Creek Park Drive	1/09/90	18:40	40.3	42.5	47.8	67.5	50.8
		1/09/90	22:09	37.0	41.0	41.5	48.0	
		1/10/90	9:30	41.5	46.8	51.9	66.0	
2	Pine Court	1/09/90	19:05	37.8	43.3	47.0	64.0	48.4
		1/09/90	22:23	37.3	38.8	38.9	46.5	
		1/10/90	9:55	40.5	42.8	48.8	64.0	
3	Fresno Street at Circle Lane	1/09/90	19:34	38.3	47.3	48.7	62.0	51.7
		1/09/90	22:35	35.0	37.8	39.0	50.0	
		1/10/90	10:16	36.5	39.8	44.9	65.0	
4	Lions Park	1/09/90	19:56	36.0	39.3	50.8	69.0	53.8
		1/09/90	22:51	--	--	43.0	48.0	
		1/10/90	11:10	37.5	46.0	56.1	71.0	
5	Real Avenue at Real Court	1/09/90	20:18	35.3	40.5	47.2	65.0	48.2
		1/09/90	23:08	37.0	39.3	40.5	50.0	
		1/10/90	11:31	36.3	40.0	44.0	59.0	
6	Basil Court	1/09/90	20:51	40.0	42.0	45.2	61.0	50.1
		1/09/90	38.0	38.0	41.5	42.4	47.0	
		1/10/90	40.0	40.0	43.8	49.4	70.0	

Source: Brown-Buntin Associates, 1990

## **FINDINGS**

- Newman has not experienced a great degree of seismic activity. The primary seismic hazards in Newman are related to groundshaking and soil liquefaction.
- The California Division of Mines and Geology estimates that Newman could experience an earthquake with a maximum shaking intensity of VII to VIII on the Modified Mercalli Scale, causing general alarm and moderate damage.
- The steep slopes and unstable geology of the Diablo Mountains west of the Study Area present potential landsliding hazards.
- Flooding hazards in Newman are primarily from potential overflow from Orestimba Creek. Because Newman is relatively flat, slow runoff and related drainage problems have historically plagued Newman.
- Much of the Newman Study Area is within the 100-year floodplain.
- Both structural and wildland fire hazards exist in the Study Area. Because so much of the Study Area is devoted to agriculture, the risk of wildland fires in the Newman area is generally low. The greatest risks of wildland fires are in the brush west of I-5 and in the riparian shrubs along the San Joaquin River. The greatest structural fire hazards are from older and substandard structures in the older parts of the city.
- The primary sources of noise in Newman are traffic on major roadways and highways, railroad operations, and industrial activities.
- In general, the areas of Newman which contain noise-sensitive uses are relatively quiet except near major roadways, the railroad tracks, and industrial areas.

## **PERSONS CONSULTED**

Graca, Jamie, Plant Manager, F&A Dairy

Rafatti, Chuck, Plant Manager, Leprino Foods

Reeves, Hardy, Plant Manager, Simon Newman Feed



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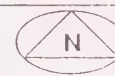
Stanislaus County, *General Plan*, June 1987.

Stanislaus County, *General Plan Support Documents*, 1987.



# Newman Study Area

0 300 600 900  
feet



Data Map prepared by Lee Gordon Davis, June 1992

FIGURE IX-5  
FUTURE NOISE  
CONTOURS



## GLOSSARY

**Active Fault** - A fault that has moved recently and which is likely to move again. For planning purposes, "active fault" is usually defined as one that shows movement within the last 11,000 years and can be expected to move within the next 100 years.

**Alluvial** - Pertaining to or composed of alluvium, or deposited by a stream or running water.

**Alluvium** - A general term for clay, silt, sand, gravel, or similar unconsolidated detrital material deposited during comparatively recent geologic time by a stream or other body of running water as a sorted or semi-sorted sediment in the bed of the stream or on its flood plain or delta, or as a cone or fan at the base of a mountain slope.

**Ambient Noise Level** - The composite of noise from all sources. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

**Bedrock** - Consolidated or cemented rocks of various types that form the earth's crust and underlie loose surficial materials including soils.

**Beds; Bedding** - Layers in sedimentary rocks distinguished from one another on the basis of rock type, grain size, composition, color, etc.

**CNEL** - Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 p.m. to 10:00 a.m. and after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.

**Compaction** - Reduction in bulk volume or thickness of, or the pore space within, a body of fine-grained sediments in response to the increasing weight of overlying material that is continually being deposited, or to the pressure resulting from earth movements within the crust. It is expressed as a decrease in porosity brought about by a tighter packing of the sediment particles.

**Consolidated Material** - Soil or rocks that have become firm as a result of compaction.

**Decibel, (dB)** - A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

**Earthquake** - Perceptible trembling to violent shaking of the ground, produced by sudden displacement of rocks below and at the earth's surface.

**Epicenter** - An area of the surface of the earth directly above the focus of an earthquake.

**Equivalent Energy Level ( $L_{eq}$ )** - The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period.  $L_{eq}$  is typically computed over 1, 8, and 24-hour sample periods.



**Erosion** - Movement of material (such as soil) from one place to another on the earth's surface. Agents of movement include water, ice, wind, and gravity.

**Fault** - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Fault System** - Two or more interconnecting fault sets.

**Fault Trace** - The intersection of a fault with the earth's surface.

**Fault Zone** - A zone in which surface disruption or rock fracture has occurred due to movement along a fault. A fault zone may be expressed as an area with numerous small fractures, breccia (essentially, fractured rock) as a fault gouge. A fault zone may be anywhere from a few meters (or yards) to two or more kilometers (1 mile or more) wide.

**Fire Hazard Zone** - An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

**Ground Failure** - Mudslide, landslide, liquefaction, or the seismic compaction of soils.

**Hazardous Material** - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and nuclear fuels.

**Inactive Fault** - A fault which shows no evidence of movement in recent geologic time and no potential for movement in the relatively near future.

**Intensity (of an earthquake)** - A measure of the effects of earthquake waves on man, structures, and the earth's surface at a particular place. The intensity at a specific point depends not only upon the strength of the earthquake, or the earthquake magnitude, but also upon the distance from the point to the epicenter and the local geology. Intensity may be contrasted with magnitude, which is a measure of the total energy released by an earthquake.

**Landslide** - A general term for relatively rapid mass movement, such as slump, rock slide, debris slide, mudflow, and earthflow.

**Lateral Spreading** - The movement of loose soils over horizontal or low-angle slopes into open areas, caused by ground motion during an earthquake.

**L<sub>dn</sub> - Day/Night Average Level** - The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m. (Note: C<sub>NEL</sub> and L<sub>dn</sub> represent daily levels of noise exposure averaged on an annual basis, while L<sub>eq</sub> represents the equivalent energy noise exposure for a shorter time period, typically one hour.)

**Liquefaction** - A process by which water-saturated granular soils transform from a solid to a liquid state because of a sudden shock or strain.

**Lurch Cracking** - The development of all types and sizes of fissures in the ground, due to ground motion during an earthquake.

**Magnitude (Earthquake)** - A measure of the strength of an earthquake or the strain energy released by it, as determined by seismographic observations. As defined by Richter, it is the logarithm, to the base 10, of the amplitude in microns of the largest trace deflection that would be observed on a standard torsion seismograph at a distance of 100 kilometers from the epicenter.

**Noise Exposure Contours** - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and  $L_{dn}$  are the descriptors utilized herein to describe community exposure to noise.

**Potentially Active Fault** - (1) A fault that moved within the Quaternary Period before the Holocene Epoch (the last 2,000,000 to 11,000 years); (2) A fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

**Seiche** - An earthquake-induced wave in a lake, reservoir, river, or harbor.

**Seismic** - Pertaining to earthquakes.

**Settlement** - The downward movement of soils, and structures on them or in them, resulting from reduction in the voids in the underlying soils.

**Shear** - A kind of fracture (or fault) in rock produced by intense pressure.

**Subsidence** - The gradual, local settling or sinking of the earth's surface with little or no horizontal motion. (Subsidence is usually the result of gas, oil, or water extraction, hydrocompaction, or peak oxidation, and not the result of a landslide or slope failure.)

**Surface Rupture** - A break in the ground's surface and associated deformation resulting from the movement of a fault.

**Water Table** - The upper surface of saturated earth material below which all the materials are saturated.

**Wildland** - A nonurban, natural area which contains uncultivated land, timber, range, watershed, brush, or grasslands.



## CHAPTER X

### SCENIC RESOURCES AND URBAN DESIGN





## **CHAPTER X**

### **SCENIC RESOURCES AND URBAN DESIGN**

#### **INTRODUCTION**

This chapter describes the structure and appearance of Newman's physical environment, including both its natural and man-made features. The high visual quality of the surrounding rural landscape and the historic patterns and structures in the city's core area constitute Newman's major scenic resources.

#### **URBAN PATTERN**

The town of Newman originated in Hills Ferry, a settlement formed around a crossing established at the junction of the Merced and San Joaquin Rivers. Until the late 1800s, Hills Ferry served as the largest point of commodity shipping on the San Joaquin River. In 1887, 320 acres of the original site of the settlement known as Newman were laid out by the Pacific Improvement Company. In 1888, the Southern Pacific Railroad completed a rail extension from San Francisco, via Banta, to the prospective townsite. The citizens and many of the buildings of Hills Ferry and Dutch Corners (located two miles west of Hills Ferry) relocated to the community that is now Newman. A description of Newman's history is provided in Chapter VII, Recreational and Cultural Resources.

As in its early days, Newman exists today as an urban center set within an agricultural landscape. As a result, the scenic quality in the Study Area is quite high. Although most agricultural operations in the area are well-maintained, even poorly-maintained outbuildings have a picturesque character. Agricultural crops and orchards serve as important scenic elements, and the rural residences and farms provide a sense of human scale. Due to the flat topography and the height and density of the vegetation in much of the area, the urbanized portion of the Study Area is largely screened from view from surrounding agricultural and rural lands.

Orchards, row crops, and pasture lands in the area are characterized by strong geometric patterns. The height, spacing, edge, color, and texture of the fields and orchards present a regular, almost formal, pattern, not unlike the pattern of the city's original townsite.

Activities and uses within the city are organized around a very simple urban structure--the grid system. The streets and alleys of the grid system define blocks and subblocks. The basic block is 320 feet wide and 400 feet long, encompassing two 150-foot wide, half-block sections and a 20-foot wide alley. Streets in the original grid system are oriented southeast to northwest, and most structures face either northeast or southwest.

The grid system is the framework upon which is overlaid the pattern of activities reflected in the community's circulation, the nature of its landscapes, the hierarchy and order of its entrances and focal points, and the organization of its land uses.

#### **Circulation**

Newman's original circulation pattern was laid out primarily to facilitate use of the railroad tracks and to provide suitable sites for buildings relocated from the previous settlements.

Highway 33 (N Street) is Newman's major roadway and is the primary access route into and through the community. While through traffic is oriented primarily north-south along Highway 33, internal traffic in Newman is oriented primarily east-west. This reflects the evolution of transportation facilities and the arrangement of land uses from the establishment of Newman to the present.

The city's major boulevards include N, L, and O Streets (which run north-south) and Yolo, Kern, Merced, Fresno, and Inyo Streets (which run east-west).

## **Vegetation**

Three types of vegetation contribute to the aesthetic character of the Newman area:

- Agricultural crops such as alfalfa, tomatoes, and beans
- Orchards
- Extensive tree cover within the developed portions of the city (parks and residential neighborhoods)

The arrangement of agricultural uses forms a strong geometric landscape pattern characterized by a patchwork grid of broad, open fields and dense orchards. Isolated clusters of tall, mature trees that surround many of the farm buildings add a random element to this otherwise strong, regular pattern. The edge of the urban area is screened by orchards or mature tree cover associated with residential development in older areas. The interior tree canopy, peripheral orchards and crops, and the lack of tall structures make it difficult to view the community from outside its immediate boundaries. Water towers and produce silos are often the only distantly visible landmarks. This is especially true on the western periphery of the community.

East of Newman, vegetation in the Study Area gives way to row crops and pasture land characteristic of poorer, clay soils, and the San Joaquin River floodplain. Low-level, peripheral vegetative cover and the lack of landscaping in the industrial areas create a generally negative visual impression of urbanization as one travels through the community.

In most of the older parts of the city, there is a wide variety of mature trees; however, most street trees are newly planted and will require some time to mature. Most of the landscaping in the city is privately established and maintained, although the newer subdivisions have been included in the city's landscaping and lighting maintenance district.

## **Hierarchy of Entrances and Focal Points**

The Highway 33, or N Street, corridor provides two major gateways for north- and south-bound traffic to Newman. Secondary gateways and potential future links to more remote access points include Hoyer Road on the west and Hills Ferry Road on the east. Tertiary entrances along Highway 33 within Newman include Tulare and Fresno Streets. Fresno Street is by far the most important of all access points to the community from a design standpoint. The intersection of Fresno and O Streets is the focal point of downtown and could ultimately be linked in some fashion to the City Park one block to the west. Another gateway, located in the Study Area outside the existing urbanized area, is the intersection of Stuhr Road and Highway 33. The current importance of this intersection in the circulation of the areas suggests a more important role as a city gateway in the future.



The city's primary entrances along Highway 33 are dominated by industrial and strip commercial uses. These uses do not create a clear sense of entry into Newman. The south city entry is dominated by a confusing mix of land uses with substandard appearance. The north city entrance is characterized by agricultural uses and open lands.

Scenic highways are segments of federal, state, or local roads that have been designated by the state or local government as roads traversing scenic corridors and for which the state or local government has developed a program for protection of the scenic corridor. There are three levels of scenic highway designation: State Scenic Highways, County Scenic Highways, and Local Scenic Highways. At the present time there are no roads in the Study Area designated, or under consideration for designation, as scenic highways.

### **Organization Of Uses**

Uses within the city are organized according to a well-defined grid system aligned according to the highway and railroad corridor. This system is overlaid by a series of subareas, with the highway and railroad corridor acting as a major line of demarcation between divergent land uses. Within this subsystem, commercial uses are concentrated along O, N, and L Streets and the cross streets from Kern to Inyo. The intersections of Fresno, N, and O Streets define the historic core of the community.

On both the east and west sides of the highway and railroad corridor, higher-density residential uses have been planned to buffer surrounding lower-density residential uses from adjacent industrial and retail development. Actual development of high-density uses has been limited primarily to the east side of the railroad tracks, where two- to five-acre undeveloped parcels still exist.

The highway and railroad corridor provides a reference point for the arrangement of all other land uses and activities in Newman. The corridor also serves a variety of functions--principal community access, commercial and residential arterial, industrial collector, and access to retail frontage uses. The corridor provides the only opportunity for through traffic to view interior uses in the community one block away to the west.

Distribution, warehousing, service, and manufacturing uses, which primarily serve agriculture, are located along the Highway 33 corridor to the east, and also anchor the south end of commercial areas. Institutional (church and civic) uses anchor the north end. A greater percentage of the area east of the corridor has been developed with high-density residential uses, although the existing General Plan calls for an approximate balance of high-density residential uses on both sides of the corridor.

City Park and the city park on the site of the former high school, now a library site, serve as focal points for surrounding neighborhoods. These parks are well designed and located to serve the residents of Newman. (The sign on Highway 33 advertising the City park as a "roadside park" does the site an injustice).



## **VISUAL RESOURCE/URBAN DESIGN DISTRICTS**

For the purpose of further analysis, the urbanized portion of the Newman Study Area has been divided into five principal visual resource/urban design districts. The districts are defined on the basis of the predominant land use and its associated visual and urban character. The five districts are as follows: Commercial/Industrial Corridor; Downtown; Residential Areas; Industrial Area; and Parks and Schools. These districts are depicted in Figure X-1.

### **Commercial/Industrial Corridor**

The commercial/industrial corridor located along Highway 33 (N Street) and the railroad tracks is the most significant and frequently-viewed part of the city. The corridor is linear and narrow in form, appearance, and function and is visually isolated from the downtown, a mere one block to the west. The historic residential and retail uses of the corridor have given way to repair and service uses oriented to the highway. This shift in uses has not been completed; as a result, the corridor still features a wide range of land uses, many of which are incompatible with one another. Most businesses use the mid-block alley extensively. The corridor contributes very little to, and may detract from, the viability of the downtown, which it abuts to the west.

Frontages along the two sides of Highway 33 differ due to the configuration of the railroad right-of-way and the layout of tracks. Industrial uses on the east side are set back to facilitate the use of the railroad sidings.

### **Downtown**

The downtown is essentially a linear, continuous, and highly-varied frontage along O Street. With the exception of Fresno Street, most of the buildings front directly on O Street. The alley typically identifies the break between the downtown and residential areas to the west and the commercial/industrial corridor to the east. The downtown is anchored north of Kern Street by civic uses (City Hall, the historic Carnegie Museum, and the Catholic Church facilities) and south of Merced Street by the Leprino Cheese Plant and the Foster Farms Hatchery.

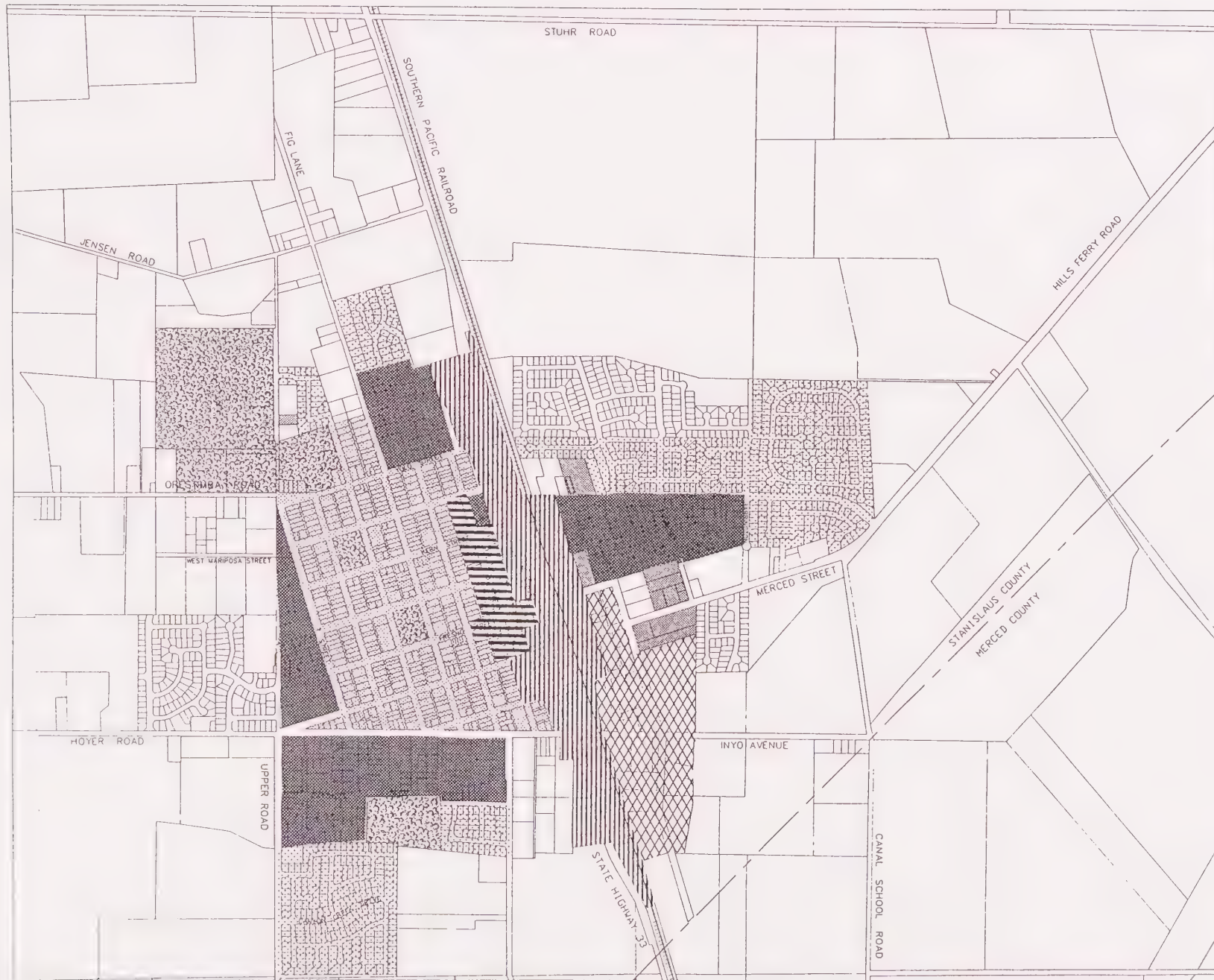
The downtown area has a low profile level, defined by one and two story structures. Most of the buildings are constructed of small, independent modules, and many are historically significant or are important parts of the fabric of the community, with some having been moved from Hills Ferry or constructed on-site in the early 1900s. While many of the smaller, historic buildings possess a closed appearance and do not invite casual entry, the downtown is exceptionally well-oriented to the pedestrian, both spatially and architecturally. Because of the strength and clarity of the downtown urban pattern, elements which do not conform are particularly apparent and disruptive.

While there are a limited number of locations where this pattern is broken, the small size of the downtown and the importance of this area to the community make these breaks apparent and significant. One such break in the pattern is the central portion of the block between Tulare and Fresno Streets. In this area, the most prominent of landmark buildings, the theater, has been allowed to decline. These breaks in the urban fabric and the visual and actual intrusion of industrial and service land uses directly into the downtown landscape seriously affect the attractiveness and viability of the area for retailing.

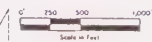
There are a few other undeveloped parcels dispersed throughout this area which constitute gaps in the urban fabric. These vacant parcels pose the same problems that exist near the city's parking lot; that is,

**FIGURE X-1**  
**VISUAL RESOURCE/  
 URBAN DESIGN DISTRICTS**

-  Historic Residential
-  Older Single Family Residential
-  New Single Family Residential
-  Multi-Family Residential
-  Downtown
-  Commercial/Industrial Corridor
-  Industrial
-  Parks/Schools
-  Agricultural/Rural Residential



Source: Brian Foucht, Planning  
 Director, City of Newman



Base Map prepared by Law, Garcia, Davis, June 1990

**City of  
 Newman**





the rear of service and industrial land uses fronting Highway 33 are visible, contrasting sharply with the central business district focus of the downtown.

Strategic urban infill and redevelopment could significantly enhance the character of the downtown area and greatly add to its overall coherence and scenic quality.

## **Residential Areas**

Residential development in Newman can be broken down into four distinct categories: Historic Residential; Older Single Family Residential; New Single Family Residential; and Multi-Family Residential. The first three of these subdistricts reflect the three major periods of development in Newman: 1880 to 1940; 1940 to 1970; and 1970 to present. Most of the multi-family residential development was constructed prior to 1970. Each subdistrict has a unique visual and urban character.

### Historic Residential

This district was originally planned at the time of the town's founding; thus, the street and block pattern in this area has been in place for many years. Residential development in this area is typified by large yards, extensive gardens, and wide streets.

Residences in this district, however, have been built over many years, gradually filling in the established block pattern. While the earliest homes in the area date to the early 1900s, some homes were constructed within the last few decades. As a result, this district also contains a wide range of housing types and scales.

This entire area consists of a very regular gridded street pattern, with well-defined blocks of similar size and orientation. The parcelization pattern is also highly regular, with most residential parcels of similar width and depth. Nonetheless, variations in housing types and periods of construction have kept these neighborhoods rich in character. The overall orderly housing pattern is aesthetically pleasing, with individual dwellings adding articulation and aesthetic diversity.

Each block is divided by an unpaved alley which provides access to a number of garage units and other backyard structures.

Although no unifying plan is evident, mature street trees exist along the streets throughout this area. These trees provide an important scenic amenity and play an important role in unifying the aesthetic character of these neighborhoods. The width of the streets is moderated by a typical five foot wide parkway strip between the street and the sidewalk. This strip greatly enhances the pedestrian experience and moderates the visual expansiveness of the streets.

### Older Single Family Residential

The older single family residential areas within the city were developed primarily during the 1940-1970 period. The homes in this district resemble many of the homes in the historic residential district. The block and street patterns, however, are generally less geometric and uniform than in the historic residential district. Although many streets are laid out in square blocks, there are also many which end in cul-de-sacs.



These areas are generally well landscaped with mature trees and vegetation; however, the presence of street trees is not as strong as in the historic residential district. Street patterns in these areas do not reflect the original townsite plan and are poorly linked to the city's downtown gridded street system. As a consequence, these areas function somewhat independently of the larger urban patterns. Along Inyo Street, this has created awkward, difficult, and unsafe traffic conditions because of the misalignment of the street patterns at the point where these two areas meet.

### New Single Family Residential

The city contains several areas of recent residential construction. These areas of the city have an obviously different urban pattern and aesthetic character from the older residential areas. The clearly-organized, formal grid pattern of the historic residential district is replaced in the new areas by informal, irregular block patterns with curving streets and many cul-de-sacs. This street pattern, typical of much of the recent suburban development in California, lacks the strong sense of organization and orientation found in historic residential area.

The site planning of these areas is also characterized by an inward focus, ignoring the community at large. Homes are generally oriented to the interior of the subdivision. Large walls and fences in some areas line major access streets to these developments, contributing to the sense of detachment from the rest of the city. Thus, these development patterns tend to exclude, rather than embrace the city as a whole. There is no design feature that links these new developments with the rest of the community or that encourages the involvement of newer residents in the pattern of activity in the community.

Another attribute common to these areas is the lack of mature landscaping. Ironically, although some of these new subdivisions displaced orchards, none of the mature orchard vegetation has been retained in the new developments.

### Multi-Family Residential

In Newman, multi-family residential developments are concentrated adjacent to industrial land uses in the eastern part of the community. These units are spatially segregated from other residential land uses, shopping, recreation and open space by the highway and railroad corridor. Visually, the developments are also segregated, located adjacent to larger vacant lots, industrial parcels, and the expansiveness of the highway and railroad corridor.

### **Industrial Area**

Newman's primary industrial area is roughly bounded on the west by the highway and railroad corridor, on the north by Kern Street and Driskell Road, on the east by Barrington, and on the south by Fresno Street. This area is dominated by large industrial buildings, towers, and elevators. Other industrial uses are scattered along the highway and railroad corridor.

Industrial uses constitute important elements is the city's overall visual character. Manufacturing, industrial, and processing uses are generally the most visible, the noisiest, and the most intensive (sometimes only seasonally) of land uses, and are contained within the largest structures on the largest parcels in the city.

The quality of public and private improvements and landscaping in the industrial area is, however, the lowest of any area in Newman. Vacant and underutilized parcels in the downtown create visual corridors

that bring these industrial images, and sometimes the actual uses, into the heart of the community, negatively influencing its overall image. The impression, especially in the area south of Fresno Street is one of deferred maintenance, substandard improvements, economic dislocation, and environmental degradation. The negative effect in lower maintenance values is pervasive throughout older areas on the east side and is evident to a lesser extent on the west side, particularly on those parcels fronting on Highway 33 south of Fresno Street.

In the more isolated, peripheral industrial areas, parcels are larger, often under utilized, and poorly maintained. Storage of materials and, frequently the provision of services, is conducted out of doors and is unscreened from view. Pavement and drainage of sites is provided only where adjacent land uses make this a necessity. Landscape screening or buffering is virtually nonexistent. Because of their peripheral location, the exposure allowed these land uses in contrast with surroundings, and the size of the parcels involved, these sites and areas frequently leave the biggest impression, in sharp contrast with and belying the essential cohesive order of both surrounding and nearby agricultural and urban areas.

### **Parks/Schools**

Newman's parks and schools, which provide open space for recreation and visual contrast with the surrounding urban development, are clustered in four nodes. City Park and Pioneer Park, each consisting of an entire block nearly three acres in size, are located in the heart of the historic residential district.

The Orestimba High School, Yolo Junior High, the city's recreation hall, and Dominic Matteri Field are located in the northwest corner of the community. These uses form an open space edge very similar to that provided by agriculture. Von Renner Elementary School is quickly becoming the open space focal point for the area south of Inyo Street.

## **DOWNTOWN REVIEW COMMITTEE REPORT**

In October 1990, the City Council appointed a Downtown Review Committee to identify issues in the downtown area and prepare a study. Committee membership included representatives from the Chamber of Commerce, downtown merchants, industrial interests, homeowners, the Planning Commission, and City Council.

In October 1991, the Committee's recommendations were summarized in a *Report of the Downtown Review Committee to the City of Newman City Council*. This report is summarized here.

The *Downtown Review Committee Report* stated that ". . . A solid basis for expanding the downtown into other areas will require reuse and intensification of the existing central commercial area." The *Committee Report* recommended that the existing downtown remain as the core of the community and a significant internal focus be developed for the downtown.

The *Downtown Review Committee Report* recommended that a workable strategy be developed to enable the downtown to continue to serve residents and industry first by intensification, then by expansion. The *Committee Report* stated two primary goals:



## **1. Preserve, Maintain, and Revitalize the Existing Downtown**

*This first goal targets methods to reverse the appearance of public and private neglect in the existing downtown, wherever possible. This goal may be initiated without any major change in existing relationships and could conclude with more substantial renovation and rehabilitation that would result in more substantial changes involving the second goal. Many of these recommendations can be accomplished individually, with further study necessary only to determine how the work will be done.*

## **2. Promote New Development and Redevelopment of the Existing Downtown and Key Peripheral Areas**

*The second goal would involve careful evaluation of the area to eliminate destructive relationships in favor of those that are mutually supportive. (Some aspects of the first objective may not be possible without involving the second.) Programs and activities will target much of the periphery of the existing downtown and areas of the existing downtown that contain incompatible land uses.*

The *Downtown Review Committee Report* evaluated four subareas of to determine the limits of this initial effort and to identify related areas for more detailed study in the future. Overall objectives and specific recommendations to achieve these goals were further categorized into three subject areas: design, land use, and circulation. Recommendations from the *Downtown Review Committee Report* concerning these three subjects are included in the following sections.

### Design

*The subject of design is relevant to the appearance and use of public and private buildings, structures, and places. Public improvement and involvement stimulates private investment and maintenance. Private investment increases the motivation for public maintenance and enhances the effect of public improvement. In concert, both establish a strong foundation to ensure that future expansion will be successful.*

The *Downtown Review Committee Report* included the following overall objectives for design:

- a) Develop standards for new development and redevelopment including building form, massing, height, orientation, and transitions.*
- b) Revitalize depressed or blighted areas.*
- c) Intensify and adapt buildings and areas for reuse.*
- d) Detail architectural design solutions.*
- e) Design common public and private spaces to encourage entry and use.*
- f) Improve aesthetics through maintenance, preservation, and code enforcement.*

The *Downtown Review Committee Report* further included the following specific recommendations to preserve, maintain and revitalize the downtown.

a) Signs

- i. *Sign regulations must be developed that address location, size, proportion and design relative to that of the building. Design requirements should allow variety in keeping with the character of the area and building. Owners should be allowed to determine details, wherever possible, such as materials to be used.*
- ii. *Awnings should be regulated as signs.*
- iii. *An abatement program should be established for old and unused sign structures. The process should include an amortization period for nonconforming and unused sign structures and awnings.*

b) Facades

- i. *Some type of architectural review and control should be required for changes to all portions of a building's exterior visible to the public. Control should be exercised at the time a particular amount or type exterior change is proposed. The extent of control should be determined after directly involving merchants, owners, and the public in the decision making process.*
- ii. *An incentive program should be established to encourage and assist with renovation projects. Such a program could involve establishment of a revolving loan fund to assist with facade improvements.*
- iii. *All awnings and windows should be maintained. The design and appearance of windows and awnings should be regulated through architectural review and the city's nuisance codes.*

c) Landscaping (some of these recommendations cannot be accomplished on more than a lot-by-lot basis without significant involvement by the city)

- i. *An integrated approach and theme for landscaping in public areas should be developed around the following landscape objectives:*
  - *Provide shade and color*
  - *Add an element of comfort*
  - *Draw people in to the downtown and key areas*
  - *Establish and highlight areas of focussed activities*
  - *Enhance the visual perception of otherwise unappealing structures*
- ii. *The following observations should be incorporated into this effort:*
  - *Landscaping around tree wells is an attractive detail*
  - *As a beautification measure, corner landscaping is recommended, provided parking is also maintained*
  - *Street frontage should be kept relatively free of landscaping structures that might interfere with signs. These should be reserved for patio and other such areas*



- iii. *A method for dumpster control should be determined and required.*
  - iv. *Tie cross streets to "O" Street, "P" Street, and Highway 33 with a unified design theme for public improvements.*
- e) *Architectural and Historic Preservation*
  - i. *All feasible efforts should be made to preserve architecturally and historically significant buildings*
  - ii. *Historically and architecturally prominent buildings and landscapes should be preserved.*
  - iii. *An in-depth study will be necessary to determine the nature of architectural and historic preservation in Newman and for the downtown. The two subjects should be studied separately and then reviewed jointly.*
  - iv. *Historic landscapes, including individual large trees that remind the community of its heritage, should be protected and preserved. This is also an historic preservation issue.*
- f) *Develop methods of applying community pressure, amend land use and appearance codes where necessary, and develop an aggressive, consistent code enforcement program to reduce visual clutter and to resolve the following problems in the downtown:*
  - i. *Animal control*
  - ii. *Parking and alley obstructions (require one-way alleys)*
  - iii. *Bicycles and skateboards (install bicycle racks)*
  - iv. *Dumping*
  - v. *Control of illegal signs*
  - vi. *Appearance of building frontages*
  - vi. *Appearance of roof mounted equipment, including antennae and satellite dish antennae.*

The *Downtown Review Committee Report* also included the following specific recommendations to promote new development and redevelopment in the downtown.

- a) *Design and build a central downtown plaza with interior shops, landscaping, seating, and public art. Locate the plaza opposite the theater, next to the St. George Hotel.*
- b) *Design and build the "O" Street extension into the shopping center site.*

- c) *Study ways to break up large buildings and intensify land uses. Many of the larger buildings could be made accessible and utilized to increase the retail potential of the existing area. This is especially true of all of the two story buildings in the downtown.*
- d) *The theater should be preserved and redeveloped for performing arts. The City should obtain grants to make this a reality.*
- e) *One or more small landscaped open spaces located inside the downtown should be provided for visitors.*
- f) *Areas would be designed to encourage patronage by all segments of the population and encourage near round the clock use.*
- g) *Alleys should continue to be designed for multiple purposes, including commercial loading and unloading, pedestrian and vehicle circulation.*
- h) *The design of alleys should allow different types of activities to occur in separate locations. Building setbacks from the alley or other structures make logical places to develop special areas for public and private use for relaxing, meetings, outdoor eating etc.*
- i) *Design should result in the ability of immediate passersby to view areas that focus of activity. Views of whole sections of the downtown should be identified and preserved.*
- j) *All utility problems should be cleaned up and utilities placed underground.*
- k) *Highway 33 and Hills Ferry Road should be given primary consideration for gateway design and treatment. The physical design of the corridor is of primary importance in establishing appropriate gateways. A number of alternatives are available for study addressing the need to establish a transition along Highway 33 between land uses north of Kern Street and those south of Inyo Avenue.*
  - i. *Highway 33 and the rail corridor should be evaluated as a recreation/visual buffer between the commercial and residential land uses developed on either side.*
  - ii. *At the maximum roadway width, this buffer would be a uniform width of at least 50 feet, providing areas for gateway treatment, pedestrian and bicycle pathways, allow entrance to commercial sites in a manner that reduces the need for driveways to individual sites, and include a recreation and transportation corridor along the railroad right of way.*
  - iii. *Determine design guidelines for commercial development that will not result in a "strip" appearance along the highway.*
  - iv. *Develop guidelines for new commercial development from Yolo Street to Stuhr Road, to accommodate land intensive uses such as farm equipment and repair, mixed uses, and industrial services. Design guidelines should be sufficiently flexible to allow applications outside the core area.*

- v. *Address the location and specific design of focal points along gateway corridors at Highway 33 and Stuhr Road, at the south entrance to the city along Highway 33, and along Hills Ferry Road.*

## Land Use

The *Downtown Review Committee Report* stated that "Land use considerations are not confined to land within the current downtown. Community growth will require a larger amount and variety of centralized commercial goods and services than presently exists. Additional areas for commercial development will be necessary to serve the community, even after all land within the central downtown area has been developed or redeveloped. The City Council should make every effort to set aside additional land for possible desired relocation of existing land uses that presently conflict with the desired retail/commercial nature of the area."

The *Downtown Review Committee Report* further noted that improvement of the downtown through expansion and intensification will need to address at least the following significant issues:

- a) *Railroad*
- b) *Land uses, including:*
  - *Shopping center*
  - *Corporation yard*
  - *Industrial land uses*
  - *Storage*
  - *Mobilehomes and low-income housing*
  - *Cheese processing plant and hatchery*
  - *Historic home preservation*
  - *Soil contamination*
  - *Residential uses*

According to the *Downtown Review Committee*, "...The nature of these obstacles suggests that land use considerations affecting at least the core will need to be addressed through a comprehensive, long term strategy. Revitalization, preservation and maintenance activities will be inadequate to address these concerns."

The *Downtown Review Committee Report* included the following overall objectives concerning land use:

- a) *Eliminate conflicts among uses through the development of appropriate land use controls tailored to the area*
- b) *Provide additional land to accommodate the need for increased amount and variety of commercial retail services*
- c) *Increase the intensity of retail commercial land uses in the area of the existing downtown core*



To accomplish these objectives, land use relationships in four areas were considered in the *Downtown Review Committee Report*: the Highway 33 corridor, residential areas east and south of "O" street, the shopping center, and interior areas of the existing downtown area. The *Committee Report* recommendations for each area are discussed below

### 1. Highway 33 Corridor

*The ability of various strip commercial land uses to establish a transition leading into the downtown should be evaluated. The transition into the downtown should be apparent, but gradual, beginning on the north at Stuhr Road and ending south of Mariposa Street; on the south beginning south of the shopping center and continuing along the east side of Highway 33 to the county boundary. Land use alternatives to be studied to achieve transition include:*

- *Light industrial*
- *Service commercial and repair*
- *Multifamily residential development from Yolo Street to Jensen Road*
- *Land intensive commercial from Jensen Road to Stuhr Road*
- *Historic residential*

*Land uses along Highway 33 should be fully integrated with and complement the downtown in the area from just north of Kern Street to Inyo Avenue.*

### 2. Shopping Center and Surrounding Land Uses

*Because of the immense influence of the shopping center over immediately adjacent and surrounding areas, areas affected should be given a high priority for planning, design, and development of public and private improvements.*

*Sites immediately surrounding the shopping center should be evaluated for retail development, including the following specific areas:*

- *Immediately east of the shopping center along the east right-of-way of Highway 33*
- *Along Inyo Avenue from Highway 33 to Prince Road*
- *Along "O" Street from Inyo Avenue to Merced Street*
- *Along the east side of "O" Street from Inyo Avenue to Stanislaus Street*

### 3. Residential Areas

*a) Residential areas along P Street from Inyo Avenue to Fresno Street should be evaluated for development as retail land uses. The following alternatives should be studied:*

- i. Professional offices*
- ii. Retail uses, shops, boutiques, bed and breakfast*
- iii. Personal services*
- iv. Mixed retail and residential uses*



- b) Parcels within residential areas should be consolidated to establish areas for planned development. A minimum parcel size could be established for planning purposes.*
- c) Thresholds could be used in allowing the conversion of residential land uses to retail.*
- d) Completion of a historic resources inventory and establishment of preservation measures may be suitable thresholds.*

#### **4. Interior Areas**

- a) A comprehensive land use and design plan addressing under-utilized land in the downtown area should be prepared. Special attention should be given to parcels that front on Highway 33 and those parcels south of Fresno Street.*
- b) The feasibility of mixed zoning should be explored for the area south of Stanislaus Street between Highway 33 and "O" Street.*
- c) The City should state a clear intent regarding expansion of industrial land uses in the immediate area.*
- d) Intensification of uses should occur first, utilizing alleys, then expansion to "P" Street should occur.*

#### **Circulation**

The *Downtown Review Committee Report* stated that "Ease of access into, within, and around the downtown is a critical factor in the success of the downtown."

The *Committee Report* included the following overall circulation objectives:

- a) Improve circulation for pedestrians, and vehicles for safety and convenience.*
- b) Encourage non-motorized travel by designing effective, safe, and attractive corridors.*
- c) Establish internal and external linkage with other areas of focused activity, such as schools and parks.*
- d) Emphasize and accommodate commercial traffic*

The *Downtown Review Committee Report* included the following recommendations concerning circulation to preserve, maintain and revitalize the downtown.

- a) To facilitate usage, alleys should be paved and developed as one way facilities.*
- b) Establish a directional sign program for pedestrians and bicyclists to newly developed plazas, courtyards, bicycle routes and pathways.*
- c) Provide safety and security for existing and in the design of new parking areas and within alleys.*

- d) *Improvements such as paving, drainage, refuse containment, lighting should be determined and implemented.*
  - e) *Methods of encouraging non-motorized travel in the downtown should be developed .*
2. The *Downtown Review Committee Report* included the following specific recommendations to promote development and redevelopment of the downtown
- a) *Provide direct linkage between the city's park system and the downtown.*
  - b) *Evaluate opportunities to improve public access and use of the area, including the development of patios and seating areas with direct and indirect access to businesses, public parking and thoroughfares. Landscaping recommendations under preservation and maintenance also apply here. Safety and security should be integral to the design of these areas and of alleys.*
  - c) *Investigate circulation alternatives utilizing a variety of concepts such as corridors, plazas, courtyards, vertical entrances, etc..*
  - d) *Investigate a number of access and parking alternatives through a comprehensive parking study to include the following concerns:*
    - i. *Provide safe and secure off site areas to encourage use by employees.*
    - ii. *Provide ease of access and circulation. Remove barriers to use of alleys and off street parking areas by paving and removing grade differentials.*
    - iii. *Continue to maintain on-street parking, but deal creatively with design conflicts of downtown improvement and rows of parked cars on the street.*
    - iv. *Establish parking fund to pay for off-site parking improvements. Provide incentives for improving parking areas, such as providing designs and striping.*
    - v. *Designate parking lots for downtown*
    - vi. *Use back of lots for parking*
  - e) *Prepare detailed design study for use of alleys and specify improvements at the block level. Use the following considerations in determining appropriate design:*
    - i. *Determine alley circulation and access for pedestrians by parking lot location.*
    - ii. *Evaluate opportunities to improve public access and use of the downtown, by identifying existing and potential destinations in the downtown and immediate area.*
  - f) *Alleys must continue to serve multiple purposes, including access for pedestrians, patrons, and commercial truck traffic.*

- g) *The downtown should be supported by as many transportation alternatives as is feasible. Plans should focus on the role of Highway 33 in meeting transportation needs of visitors to the downtown. A circulation plan should determine the appropriate location for taxi, bus stops, and park and ride lots in close proximity to the downtown. Development should be held close to the tracks to encourage eventual use for transportation.*

#### Financing Techniques

The *Downtown Review Committee Report* recommended that an independent evaluation of the cost and method of funding for the study identified in this report be conducted by the City with assistance provided by the Chamber of Commerce.

## **FINDINGS**

- The agricultural lands that surround the city are highly scenic, characterized by strong geometric patterns. Agricultural lands form a patchwork of open and closed landscapes. The orchards function as a visual container for the city by visually screening urban development, and the croplands provide expansive views.
- Newman's physical form is dominated by the highway and railroad corridor, which divides the community along a north-south axis. This corridor provides a reference point for the arrangement of all other land uses and activities in Newman and is the most significant and frequently-viewed part of the city.
- The original Newman townsite is laid out as a formal grid system made up of blocks and subblocks divided by 20 foot alleys. This area includes the downtown area, the historic residential area, and civic and industrial uses.
- The downtown consists principally of linear, continuous, and highly-varied frontage along both sides of O Street. The intersection of Fresno and O Streets is the focal point of downtown.
- The downtown contains a number of distinctive and visually appealing buildings. However, the downtown also contains a number of vacant lots and gaps in the urban fabric. Strategic urban infill and redevelopment could significantly enhance the character of the downtown area and greatly add to its overall coherence and scenic quality.
- Newman's historical single family residential district occupies much of the original townsite grid. This area is characterized by a range of housing types and scales and mature trees.
- Newman's newer single family areas are characterized by irregular block patterns with curving streets and many cul-de-sacs. The subdivisions are inwardly focused, and poorly linked to the rest of the community.
- The large industrial area located along Highway 33 constitutes an important element in the city's visual character whose worst aspects intrude into the downtown area and are highly prominent along the city's primary entry.
- The Downtown Review Committee presented specific recommendations to the City Council concerning land use, design, and circulation relating to the downtown.





## APPENDICES



## APPENDIX A

### COMMUNITY CONCERNS SUMMARY REPORT

#### INTRODUCTION

This report summarizes the results of an intensive three-pronged effort to identify community concerns about growth and development in the city of Newman as the basis, in part, for data collection and policy development in connection with the revision of the Newman *General Plan*.

On January 17, 1990, the City's General Plan Consultants, J. Laurence Mintier & Associates, conducted a townhall meeting at the Newman Community Center. The meeting was attended by over 150 residents of the Newman area.

On January 17 and 18, 1990, the Consultants conducted a series of informal interviews with City officials, including four City Council members, three Planning Commissioners, and the President of the Newman Chamber of Commerce.

In addition to the interviews and townhall meeting, the City solicited comments from residents on their concerns by distributing a Community Response Form. This form was published in the *West Side Index*, made available at City offices, and distributed at the townhall meeting. By mid-February, the City received 49 completed forms. Respondents were generally long-time Newman residents, with over 80 percent having lived in Newman over 20 years.

All three efforts generally sought residents' responses to three questions: 1) what are the positive qualities or assets of Newman; 2) what are the problems with Newman; and 3) what issues should be addressed in the General Plan. There was obvious overlap in responses to the questions.

This report summarizes responses to these three general questions from the interviews, the townhall meeting, and the Community Response Forms. This summary does not purport to be a scientific opinion survey, such a survey not being necessary for the purposes of general issue identification. Rather, it records the Consultants' impressions of residents' perceptions of and concerns about Newman. No attempt has been made in this summary to edit out contradictory comments or to make the comments fit preconceived notions about the problems or opportunities facing Newman.

#### POSITIVE QUALITIES AND ASSETS

The Community Response Form asked residents to list the three most important assets or qualities of Newman which should be preserved or enhanced. The same question was asked during the individual interviews and at the townhall meeting. Three qualities stand out as the most important to Newman residents: the small-town atmosphere and character; Newman's historic heritage and buildings; and the low crime rate in Newman.

##### Small Town Atmosphere and Character

Most Newman residents clearly like living in a small town, particularly for the social and cultural qualities that are often associated with small-town living. The friendliness of Newman's residents, the personal service from local business people, the sense of personal safety, the level of community concern and



involvement, family roots, and the quality of life were frequently mentioned as positive aspects of Newman. Others appreciated Newman because it is quiet and clean.

### **Historic Heritage and Buildings**

Newman has a rich historic heritage reflected in its residents, culture, and structures. Many of the residents' families have lived in Newman for generations. The city's heritage and historic buildings were listed often as important to Newman residents. For many Newman residents, the historic buildings, particularly those downtown, are a key to Newman's civic identity.

### **Low Crime Rate**

Many residents cited the low crime rate and sense of personal safety in the community as one of its most important assets. Many residents described Newman's Police Department as an important city asset.

Four other qualities mentioned frequently but less often than the first three include: the city's downtown/central business district, Newman's schools, its parks and recreational facilities, and the city's agricultural base.

### **Downtown/Central Business District**

Newman's downtown area was cited often as an asset and as the hub of the city. Residents appreciate it as a focal point for business and offices, and support downtown redevelopment and revitalization to keep the downtown active and thriving.

### **Schools**

Newman's excellent schools were described as an important asset to the city. Newman was described as a good place to raise children, both due to the quality of its schools and other assets of small-town living.

### **Parks and Recreational Facilities**

The city's parks and recreational programs were listed as assets by many residents. Residents generally want additional parks and more recreational programs to serve all ages.

### **Agricultural Base**

Some residents emphasized the importance of agriculture to Newman's heritage and economic base, and urged the preservation of farmland and agricultural-related industries.

### **Other Qualities and Assets**

Other qualities and assets mentioned at least once by residents include the following:

- Affordable housing
- Clean water
- Low traffic volumes
- Mix of housing types

- Central location
- Wide streets
- Community events (e.g., Fall Festival)
- Swimming pool
- Good newspaper
- Reasonable tax rate
- Museum
- Smells good
- Lack of shopping centers
- Proximity to major highways
- Noon siren
- Good Fire Department
- Many churches
- Good community organizations
- General affordability
- Trees
- Free parking
- Open space

## **PROBLEMS**

The Community Response Form asked residents to list the major growth problems facing the City of Newman, and to describe existing problems with Newman. Similarly, those attending the townhall meeting and those individuals interviewed were asked to identify major problems in Newman. The problems associated with future growth most often mentioned were the effects of growth on public facilities and services, especially schools, law enforcement, and the sewer system. Other concerns frequently cited were the pace and amount of growth and related environmental issues, and the lack of shopping and job opportunities available locally.

### **Public Facilities and Services**

Residents overwhelmingly listed impacts on publicly-provided services as problems associated with future growth. Schools and school overcrowding were mentioned by nearly half the survey respondents. Increased crime and the need for more police protection was also a significant concern over future growth.

Residents also expressed great concern over the city's sewer system, particularly the limitations on its capacity and the expense to expand it. Concerns over limitations in the city's water system and supply were also mentioned quite often.

Solid waste disposal, fire protection, the future of the hospital, the lack of public transportation, and limited library services were also described as problems expected with future growth.

### **Traffic and Parking**

Traffic and parking were perceived by Newman residents as significant problems with future growth, both generally and along specific roadways and at intersections. Safety at intersections was also a concern. Downtown parking was cited as a specific concern with future growth.

## **Growth/Planning Issues**

A major category of problems identified by residents concerned the pace and amount of development in Newman. Many residents said that Newman is growing too much and too fast, and that growth may destroy Newman's small-town character. Some residents felt that there has been too much residential development without accompanying commercial or industrial growth, and were concerned about becoming a "bedroom community." Many residents were concerned about unmanaged growth, and supported "controlled growth."

Residents also expressed concern over the impacts of urban growth on agricultural lands, air and water quality, and Newman's rural quality.

## **Lack of Local Shopping and Employment**

Many residents are dissatisfied by the lack of shopping opportunities in Newman. The lack of a shopping center, a major supermarket, and fast food restaurants were mentioned specifically as desired facilities.

The need for a larger industrial base and more local employment were also frequently described as problems in Newman.

## **Miscellaneous Problems**

Outside these broad categories of concerns, residents mentioned a host of other problems with and improvements needed in Newman, including:

- Poor sidewalk/alley/yard maintenance
- High cost of housing/lack of low-income housing
- Absence/maintenance of street lighting
- Lack of youth facilities/recreation
- Lack of acceptance of all cultures
- Historical piecemeal annexations
- City pool
- Lack of community service programs
- Lack of public restrooms
- Need left- and right-turn lanes at major intersections
- Keep town cleaner
- People working on cars in street
- Need higher police staffing ratio
- More community involvement in City Council meetings
- No bus service
- Dangerous railroad crossings
- Industry on Highway 33
- Social/economic differences between Bay Area commuters and locally-employed residents
- People opposed to growth
- Compromising between growth and no-growth factions
- Condemnation of property
- Transportation to medical facilities
- Lack of traffic controls
- Lack of job opportunities for new graduates

- Lack of affordable housing for new graduates
- Water pressure
- Water quality/taste
- Vacant buildings downtown
- Old buildings
- System of City franchising with private companies for some services (e.g., trash collection)
- Lack of curbs and gutters
- Lack of child care
- No access to the arts
- Climate
- Topography

## **ISSUES THAT SHOULD BE ADDRESSED IN THE GENERAL PLAN**

Responses to the questions about Newman's assets and problems clearly identify major issues to be addressed in the General Plan. This section summarizes other issues identified in the interviews, at the townhall meeting, or in the Community Response Forms that do not fit easily into either of the two preceding categories or are of a very specific nature.

### **General Issues**

- Quality of future development
- Loss of visual landscape
- Drainage
- Effects of new commercial development on local businesses
- Funding mechanisms for needed improvements
- System of bike paths/trails (intra- and inter-city)
- Variety of housing lot sizes
- Expanded medical facilities
- Maintenance of a jobs-housing ratio
- Relationship to County Agricultural Element
- Potential growth west of town (Mays Ranch, Lakeborough)
- School district needs
- Need for low-income housing

### **Specific Recommendations**

- More activities for young people
- More visible law enforcement
- Active architectural review committee
- Beautify appearance of industrial area along Highway 33
- Need large auditorium
- Need another bank
- Improve southern entrance to city
- Light up all trees on "O" Street at Christmas
- Quality mobilehome park
- Develop a golf course
- Analysis of I-5 corridor growth dynamics



- Potential use of rail
- Adult/community education programs
- Develop a new community/civic center
- Establish more cultural/arts programs
- Better street striping
- Mello-Roos financing for improvements with large subdivisions
- More multi-family housing
- Short and long-range planning for potential school sites
- Joint school/park sites
- Special education programs
- Senior citizen needs
- District elections for City Council
- Don't change the community, just enlarge it
- Avoid western orientation which would allow commuters to avoid the city
- Develop a new hospital
- Reserve sewer capacity for commercial/industrial projects
- Encourage agriculture-related businesses

## **LIST OF THOSE INTERVIEWED**

### **City Council Members**

Janet Carlsen, Mayor  
Alfred Rose, Jr.  
Ken Rodriguez  
Frank Dompe

### **Planning Commission Members**

Ed Williams, Vice Chair  
Bob Novoa  
Martha McCandless

### **Newman Chamber of Commerce**

Carol Stephens, President

## SAMPLE GENERAL PLAN SURVEY FORM

### CITY OF NEWMAN GENERAL PLAN SURVEY

#### IMPORTANT! THE GENERAL PLAN COULD AFFECT YOUR FUTURE

Dear Resident:

The City of Newman has begun revising its general plan. We are anxious to hear your opinions about the future growth and development of the City of Newman. This survey form is one means for you to register your opinions. We invite you to fill this form out and send it back to us by February 16th. We also encourage you to attend the townhall meetings and public hearings that will be held throughout the general plan process. Look for announcements of those meetings and hearings at City offices and in newspapers and local organization newsletters. Thank you in advance for your interest and time.

\_\_\_\_\_  
Janet Carlsen, Mayor.

A. What, in your opinion, are the three major problems associated with future growth in Newman?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

B. What are the three most important assets or qualities of the City of Newman which should be preserved or enhanced?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

C. If you could change something about Newman, what would it be? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

D. Do you live within the Newman city limits? \_\_\_\_\_

E. How long has your family lived in the Newman area? \_\_\_\_\_

F. How long have you lived in the Newman area? \_\_\_\_\_

G. Any other comments: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Please mail this survey form to:

City Hall  
City of Newman  
P.O. Box 787  
Newman, CA 95360

or drop it off at City Hall, 1162 "O" Street

SURVEY FORMS MUST BE RECEIVED BY FEBRUARY 16TH

## **APPENDIX B**

### **SPECIAL STATE HOUSING REQUIREMENTS**

In addition to requiring each city and county adopt a housing element, the California Legislature has enacted some very specific requirements to ensure that local regulatory procedures do not constrain housing development. The following summarizes these special housing mandates.

#### **FINDINGS ON HOUSING LIMITS**

Any city or county adopting or amending its general plan in a manner that limits the number of units that may be constructed on an annual basis must make specified findings concerning the efforts it has made to implement its housing element and the public health, safety, and welfare considerations that justify reducing the housing opportunities of the region (*California Government Code* §65302.8 and §65863.6).

#### **HOUSING DISAPPROVALS AND REDUCTIONS**

When a proposed housing development complies with applicable local policies and regulations in effect at the time the application is determined to be complete, the local agency may not disapprove the project or reduce its density unless it makes specified findings (*California Government Code* §65589.5).

#### **SOLAR ENERGY SYSTEMS**

Cities and counties may not enact zoning provisions that effectively prohibit or unnecessarily restrict the use of solar energy systems, except for the protection of public health or safety. Allowable "reasonable restrictions" include those that do not significantly increase the cost of the solar system or significantly decrease its efficiency and those that allow for an alternative system or comparable cost and efficiency (*California Government Code* §65850.5).

#### **SECONDARY RESIDENTIAL UNITS**

To encourage establishment of secondary units on existing developed lots cities and counties are required to either (1) adopt an ordinance based on standards set out in the law authorizing creation of second units in residentially zoned areas; or (2) where no ordinance has been adopted, allow second units by use permit if they meet standards set out in the law. Local governments are precluded from totally prohibiting second units in residentially zoned areas unless they make specific findings (*California Government Code* §65852.2).

#### **MOBILEHOMES IN SINGLE-FAMILY ZONES**

Cities and counties shall allow the installation of mobilehomes on permanent foundations on lots zoned for conventional single-family dwellings. Cities and counties shall only subject mobilehomes to the same development standards that apply to single-family dwellings. Any architectural requirements, however, shall be limited to roof overhang, roofing material, and siding material and shall not exceed those which



would be required of a single-family dwelling constructed on the same lot. Any area considered to be of special historical interest may be exempted from this provision (*California Government Code §65852.3*).

## **MOBILEHOME PARKS--PERMITTED USES**

A mobilehome park is deemed by state law to be a permitted use on all land general planned and zoned for residential use. However, cities and counties may regulate mobilehome parks by use permit (*California Government Code §65852.7*).

## **MOBILEHOME PARK CONVERSIONS**

Any subdivider filing a tentative or parcel map to be created from the conversion a mobilehome park to another use must prepare and file a report on the impact of the conversion on the displaced mobilehome park residents. The subdivider shall make a copy of the report available to each resident of the mobilehome park at least 15 days prior to the public hearing. The city or county with jurisdiction must consider the impact report at a public hearing and may require as a condition of approval of the conversion that the project sponsor mitigate the impacts of displacement. These provisions also apply when closure of a mobilehome park is the result of a decision by a local government entity or planning agency (*California Government Code §65863.7 and §66427.4*).

## **NOTIFICATION ON MOBILEHOME PARK CONVERSIONS**

A city or county that has received an application for a mobilehome park conversion must notify the applicant at least 30 days prior to any hearing or action of state and local requirements for applicant notification or mobilehome owners and park residents concerning the proposed change. No action may be taken on the application until the applicant has satisfactorily verified that mobilehome owners and park residents have been properly notified (*California Government Code §65863.8*).

## **LIMITATIONS ON DEVELOPMENT PERMIT FEES**

Fees charged by local public agencies for zoning changes, variances, use permits, building inspections, building permits subdivision map processing, or other planning services may not exceed the estimated reasonable cost of providing the service for which the fee is charged . Fees may exceed this limit only with a two-thirds vote of the electorate (*California Government Code §54990 and §65909.5*).

## **RESIDENTIAL ZONING**

Cities and counties must zone a sufficient amount of vacant land for residential use to maintain a balance with land zoned for non-residential use (e.g., commercial and industrial) and to meet the community's projected housing needs as identified in the housing element of the general plan (*California Government Code §65913.1*).

## **RESIDENTIAL SUBDIVISION STANDARDS**

Cities and counties may not impose standards for design and improvement for the purpose of making the development of housing for any and all economic segments of the community infeasible. Furthermore, it shall consider the effect of ordinances adopted and actions taken with respect to the housing needs of the region in which the local jurisdiction is situated (*California Government Code §65913.2*).

## **COORDINATED PERMIT PROCESSING**

Each city and county must designate a single administrative entity to coordinate the review and decision-making and provision of information regarding the status of all applications and permits for residential, commercial, and industrial developments (*California Government Code §65913.3*).

## **DENSITY BONUSES**

When a developer agrees to construct at least 20 percent of the total units in a housing development for lower income households, 10 percent of the total units for very low income households, or 50 percent of the total dwelling units for qualifying senior citizens, the city or county must either grant a density bonus and at least one other concession or incentive, or provide other incentives of equivalent financial value. The developer must agree to ensure continued affordability for all lower income units for 30 years (10 years under particular circumstances). The density bonus must increase by at least 25 percent the other maximum allowable density specified by the zoning ordinance and the land use element of the general plan. Each city or county must set up procedures for carrying out these provisions (*California Government Code §65913.4 and §65915*).

## **DENSITY BONUSES FOR CONDOMINIUM CONVERSIONS**

When a developer proposing to convert apartments to condominiums agrees to provide at least 33 percent of the total units in the proposed condominium project for low or moderate income households, at least 15 percent of the total units for lower income households, the city or county must either grant a density bonus or provide other incentives of equivalent financial value. The density bonus must increase by at least 25 percent over the number of apartments to be provided within the existing structure proposed for conversion (*California Government Code §65915.5*).

## **CEQA AND DENSITY REDUCTIONS**

Cities and counties may deny or reduce the density set forth by the general plan for a housing project only as a mitigation measure for a specific adverse impact upon public health or safety pursuant to the California Environmental Quality Act and only when there is no other feasible mitigation that would achieve comparable density results (*California Public Resources Code §21085*).



## **RESIDENTIAL ENERGY CONSERVATION**

Cities and counties are required to adopt energy conservation standards for new residential dwellings (excluding apartment houses with four or more stories and hotels). This law went into effect June 15, 1983.

## **REDEVELOPMENT REPLACEMENT HOUSING**

Every redevelopment plan must contain provisions that provide replacement housing on a "one-for-one" basis for low and moderate income persons displaced by redevelopment activity. (*California Health and Safety Code §33334.5*).

## **TAX INCREMENT FUNDS FOR HOUSING**

Redevelopment agencies must use at least 20 percent of tax increment revenues generated by a redevelopment project to increase and improve the community's supply of housing for persons of low and moderate income. Certain findings may be made by the agency to set aside less than 20 percent if no need exists for such housing, if less than 20 percent is required to meet the need, or if a substantial effort to meet the needs is being made (*California Health and Safety Code §33334.2*).

## **COMMUNITY CARE FACILITIES**

A residential facility which serves six or fewer persons shall be considered a residential use of property, and the residents and operators of the facility shall be considered a family. No conditional use permit, zoning variance, or other zoning clearance shall be required which is not required of a family dwelling of the same type in the same zone (*California Health and Safety Code §1566.3 and §1567.1*).

## **COMMUNITY CARE FACILITIES FOR THE ELDERLY**

A residential facility for the elderly which serves six or fewer persons shall be considered a residential use of property, and the residents and operators of the facility shall be considered a family. No conditional use permit, zoning variance, or other zoning clearance shall be required which is not required of a family dwelling of the same type in the same zone (*California Health and Safety Code §1569.84*).

## **HOMES FOR MENTALLY DISORDERED, HANDICAPPED PERSONS, OR DEPENDENT AND NEGLECTED CHILDREN**

A state-authorized, certified, or licensed family care home, foster home, or group home serving six or fewer mentally disabled, or otherwise handicapped persons, or dependent and neglected children shall be considered a residential use of property. Such homes shall be a permitted use in all residential zones (*California Welfare and Institutions Code §5116*).

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